DOCUMENT RESUME

ED 317 641 UD 027 348

TITLE A Status Report on Hunger and Homelessness in America's Cities: 1989. A 27-City Survey.
INSTITUTION United States Conference of Mayors, Washington, D. C.
PUB DATE Dec 89
NOTE 96p.; For earlier report, see ED 315 465.
PUB TYPE Reports - Research/Technical (143)

EDRS PRICE MF01/PC04 Plus Postage.
DESCRIPTORS *Emergency Programs; Federal Programs; *Food; *Homeless People; *Housing Needs; *Hunger; Low Rent Housing; State Surveys; *Urban Areas; Urban Demography

ABSTRACT

This document comprises a report on the status of hunger and homelessness during 1989 in 27 major American cities. A survey was used to gather the following information: (1) demand for emergency food and shelter assistance and the capacity to meet the demand; (2) causes of hunger and homelessness and the demographics of the affected populations; (3) availability of low-income housing; and (4) outlook for 1990. The following summary findings are reported: (1) emergency food assistance demand rose by 19 percent, but 17 percent of the demand was unmet; (2) emergency food assistance demand was expected to rise in 89 percent of the cities; (3) emergency shelter demand rose by 25 percent, but 22 percent of the demand was unmet, even though the number of emergency shelter beds increased by 13 percent and transitional housing units by 25 percent; (4) lack of affordable low-income housing, especially for families with children, was cited as the chief cause of both hunger and homelessness; (5) the homeless population is composed of 46 percent single men, 36 percent families with children, 14 percent single women, and 4 percent unaccompanied youth; (6) the demand for low-income housing increased by 72 percent, but only 29 percent of the demand was met; (7) none of the cities expect to be able to meet future demand for low-income housing due to the decline in Federal housing programs. Statistical data are included on three tables and one graph. The following material is appended: (1) statistical data on the population, poverty, and unemployment in the survey cities; (2) a 5-year comparison of statistical data on hunger and homelessness in American cities; (3) a copy of the survey questionnaire; and (4) a list of members of the U.S. Conference of Mayors' Task Force on Hunger and Homelessness. (FMW)

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ARTHUR J. HOLLAND

Mayor of Trenton 1959 - 1966; 1970 - 1989
46th President of The United States Conference of Mayors

In a life dedicated to public service, he never failed to extend a helping hand to the least fortunate among us, nor to speak out on behalf of poor, hungry, homeless and afflicted people everywhere.

Summary

To assess the status of hunger and homelessness in urban America during 1989, The U.S. Conference of Mayors surveyed 27 major cities whose mayors are members of its Task Force on Hunger and Homelessness. The survey sought information from each city on 1) the demand for emergency food assistance and emergency shelter and the capacity of local agencies to meet that demand; 2) the causes of hunger and homelessness and the demographics of the populations experiencing these problems; 3) the status of housing affordable by low-income people -- a key factor in the increasing incidence of homelessness; and 4) the outlook for these problems in 1990.

HUNGER

- During the past year requests for emergency food assistance increased overall by an average of 19 percent in the survey cities. All but one of the responding cities registered an increase. The number of families with children requesting assistance increased in more than nine of every 10 cities, by an average of 14 percent. More than three out of every five persons requesting emergency food assistance in the survey cities are members of families -- children and their parents.

- On average, 17 percent of the requests for emergency food assistance are estimated to go unmet in the survey cities. In nearly three-fourths of the cities, emergency food assistance facilities must turn away people in need because of lack of resources.

- The overall level of resources available to emergency food assistance facilities in the survey cities increased by one percent. The level of resources decreased in 10 cities, increased in another 10, and stayed the same in the seven remaining cities.

- Emergency food assistance facilities were unable to provide an adequate quantity of food in more than three out of five (63 percent) of the survey cities. Sixty-two percent of the cities reported that the food provided was nutritionally balanced.

- In more than nine of every 10 survey cities (93 percent), emergency food assistance facilities were relied on by families and individuals both in emergencies and as a steady source of food over long periods of time.

- The lack of housing affordable by low income people leads the list of causes of hunger. Other causes frequently identified by the survey cities are: employment-related problems, including unemployment, underemployment and low wages; and low benefit levels and other limitations of public assistance programs, such as AFDC and food stamps.

- Eighty-nine percent of the cities expect the demand for emergency food assistance to increase during 1990. Three cities expect the demand will remain at the 1989 level.

- All but two of the cities supported local emergency food assistance efforts during the last year. Fifty-two percent used locally generated revenues; 26 percent used state grants. Community Development Block Grants and Community Services Block Grants were each used by seven cities. Other sources of federal funds commonly used in the cities to support emergency food assistance efforts are the Emergency Food and Shelter Grant and the Temporary Emergency Food Assistance programs.

HOMELESSNESS

- During the past year requests for emergency shelter increased overall by an average of one-fourth in the survey cities. All but three cities registered an increase. Requests for shelter by homeless families last year increased by an average of 23 percent in the survey cities, with all but three of the cities registering an increase.

- An average of 22 percent of the requests for emergency shelter are estimated to go unmet in the survey cities. For homeless families alone, 24 percent of the requests for shelter go unmet. In more than three out of four of the survey cities, shelters must turn away homeless families because of lack of resources. In 59 percent of the cities, emergency shelters must turn away other homeless people because of lack of resources.

- Officials in more than nine out of 10 of the survey cities expect requests for emergency shelter by homeless persons to increase in 1990. For homeless families alone, city officials in 89 percent of the cities expect requests for emergency shelter to increase next year.

- Emotional and mental health problems were identified most frequently as a consequence of homelessness for parents, children and families as a whole. Among the other consequences cited were school-related problems, health problems or inadequate health care, loss of self-esteem and hopelessness, and family problems, such as instability and break-ups.

- Every survey city cited the lack of housing affordable by low-income people as the main cause of homelessness. Other causes frequently identified are unemployment and other employment-related problems, mental health problems and the lack of services needed by mentally ill people, substance abuse and the lack of needed services, and poverty or the lack of income.

- On average, the composition of the cities' homeless population is 46 percent single men, 36 percent families with children, 14 percent single women and four percent unaccompanied youth. One in every four homeless persons in the survey cities is a child. In the cities, 51 percent of the homeless population is black, 35 percent is white, and 14 percent are members of other races or ethnic groups. An average of 44 percent of the homeless population in the cities are substance abusers; one-fourth is severely mentally ill; 24 percent is employed in full-time or part-time jobs; and 26 percent are veterans.

- The number of emergency shelter beds for homeless people increased overall by an average of 13 percent in the survey cities last year. Transitional housing units increased overall by an average of 25 percent in these cities.

- Homeless families with children were mentioned most frequently -- by more than three out of four of the cities -- as the group for whom shelter and other needed services are particularly lacking. Other such groups mentioned by a majority of the cities are severely mentally ill persons and substance abusers.

- All of the survey cities use city government funds to support shelters or other services for homeless people. Eighty-five percent use locally-generated revenues; 56 percent use state grants; all of the cities use federal grants. Less than one-fourth of the cities have been able to use federal surplus properties to provide services to homeless people. In rating their state government's overall responsiveness to the problem of homelessness, 45 percent of the cities gave their state a low mark, 41 percent an average mark, and 14 percent a good mark.

HOUSING

- The demand for assisted housing by low income families and individuals increased during the past year in 72 percent of the cities. It remained the same in four cities and decreased in one. Discouragement among potential applicants caused by the length of waiting lists for assisted housing was identified as a principal reason for requests remaining the same or decreasing in the cities.

- Waiting lists for some or all assisted housing programs have been closed in two out of three of the survey cities.

- City officials estimate that 29 percent of the eligible households currently receive housing assistance.

- With the decline in federally-assisted housing programs, none of the survey cities expect to be able to meet the housing needs of low-income households in the foreseeable future.

Introduction

In October 1982, The U.S. Conference of Mayors and The U.S. Conference of City Human Services Officials brought the shortage of emergency services--food, shelter, medical care, income assistance, energy assistance -- to national attention through a 55-city survey. That survey showed that the demand for emergency services had increased in cities across the nation, and that on average only 43 percent of that demand was being met.

Since that time the Conference has done numerous reports on hunger, homelessness and poverty in cities. These reports have documented the causes and the magnitude of the problems, how cities were responding to them and what national responses were required. They include:

- Hunger in American Cities, June, 1983
- Responses to Urban Hunger, October, 1983
- Status Report: Emergency Food, Shelter and Energy Programs in 20 Cities, January, 1984
- Homelessness in America' Cities: Ten Case Studies, June, 1984
- Housing Needs and Conditions in America' Cities, June 1984
- The Urban Poor and the Economic Recovery, September, 1984
- The Status of Hunger in Cities, April, 1985
- Health Care for the Homeless: A 40-City Review, April, 1985
- The Growth of Hunger, Homelessness and Poverty in America's Cities in 1985: A 25-City Survey, January, 1986
- Responding to Homelessness in America's Cities, June, 1986
- The Continued Growth of Hunger, Homelessness and Poverty in America's Cities in 1986: A 25-City Survey, December, 1986
- A Status Report on Homeless Families in America's Cities: A 29-City Survey, May, 1987
- Local Responses to the Needs of Homeless Mentally Ill Persons, May, 1987
- The Continuing Growth of Hunger, Homelessness and Poverty in America's Cities: 1987, A 26-City Survey, December, 1987
- A Status Report on The Stewart B. McKinney Homeless Assistance Act of 1987, June, 1988
- A Status Report on Hunger and Homelessness in America's Cities: 1988, A 27-City Survey, January, 1989

To spearhead the Conference's efforts to respond to the emergency services crisis in cities, the President of The Conference of Mayors appointed 20 mayors to a Task Force on Hunger and Homelessness in September, 1983. That Task Force is chaired by Boston Mayor Raymond L. Flynn, and the number of mayors serving on it has increased to 32. The Task Force meets at least twice each year; many of its members have testified before Congress; and the cities represented on it have provided information to Conference staff on conditions relating to hunger and homelessness for the various reports that have been prepared.

This report provides information on the current status of hunger, homelessness and the conditions which have affected them in 27 of the cities represented on the Task Force. A copy of the survey instrument sent to the cities is contained in the Appendix. To respond to it, the city officials collected and compiled information from a wide range of public and private agencies knowledgeable about the problems of hunger and homelessness in their communities. The data was collected from the cities for the period of November 1, 1988 to October 31, 1989 during November and December, 1989. It was supplemented with data on population, poverty and unemployment available from the Bureau of the Census and the Bureau of Labor Statistics. Data provided by the city officials in Charleston and San Francisco do not include requests for food or shelter which resulted from either Hurricane Hugo or the Loma Prieta Earthquake. The reader should note that in no case do the percentages reported for a survey question include a city unable to respond to that question.

This report was made possible by a grant from the Robert Wood Johnson Foundation.

Hunger

The demand for emergency food assistance increased in all but one of the cities, by an average of 19 percent. In none of the cities did the demand for emergency food assistance decrease during the past year. The demand by families with children in particular increased in more than nine out of every ten cities, by an average of 14 percent. More than three out of every five persons requesting emergency food assistance in the survey cities were either children or their parents. The causes for the increase in requests for emergency food assistance most frequently identified were: difficulties, due to lack of sufficient income, in meeting the high cost of housing; unemployment and other employment-related problems, including low wages; and inadequacies of public assistance programs.

In nearly three-fourths of the cities emergency food assistance facilities must turn away people in need because of lack of resources. The city officials estimate that 17 percent of the demand for emergency food assistance went unmet. The overall levels of resources available to such facilities increased by one percent during the past year. More than three out of every five cities reported that emergency food assistance facilities are unable to provide adequate quantities of food. The demand for emergency food assistance is expected to increase next year in 89 percent of the survey cities; it is not expected to decrease in any of the cities.

THE PROBLEM

The Demand for Emergency Food Assistance

During the last year, requests for emergency food assistance increased in all but one, or 96 percent, of the responding cities. The average net increase was 19 percent, ranging from 43 percent in Washington, D.C., 33 percent in Phoenix, and 25 percent in Denver, Saint Paul, San Francisco and Trenton, to 15 percent in Boston and Louisville, 13 percent in Los Angeles, and five percent in Seattle, New York City and San Diego. Chicago reported that the demand for emergency food assistance remained the same during the last year. The demand for assistance did not decrease in any of the survey cities.

Among the comments from city officials on the increase in requests for emergency food assistance:

- **Alexandria:** "Each year since 1983 the Economic Opportunities Commission, supported by staff of the City's Department of Human Services, has compiled a 'Report on the Status of Hunger' in Alexandria. The report includes survey information from public and private meals programs, food pantries and other distribution programs providing supermarket vouchers and commodities. The overall trend in Alexandria since the survey was instituted as part of the report has been a steady increase in utilization and in the community's response."

- **Boston:** "Food pantries in Boston report an increase in requests for food. The Project Bread Hunger Hotline reports that the phone calls to their services have increased significantly."

- **Charleston:** "While requests for bags of groceries have remained the same this year, the numbers of individuals regularly using the soup kitchen for noon-time meals have increased over 20 percent."

- **Kansas City:** "This figure (16 percent) is based on a comparison of the pounds of food distributed by the Harvester's Food Bank to local emergency assistance agencies and church pantries. The percentage was also substantiated by the Mid America Assistance Coalition which reported a 16 percent increase in requests for food. The Coalition is the local coordinating center for emergency assistance and operates a hot line for food requests."

- **Louisville:** "The community wide pantry system, which supports 27 distribution centers, has seen an increase of 15 percent. The system is operated by our local food bank, Dare to Care."

- **New Orleans:** "Ozanam Inn reports an increase from the 327,620 meals served in 1988. Travelers Aid has also seen a 20 percent increase in clients requesting assistance during the past year."

- **New York City:** "The number of provider programs increased five percent, from 575 to 603. Additionally, these programs experienced a five percent increase in the volume of requests, from 6,540,856 to 6,839,856. Calls to the Food and Hunger Hotline increased by nine percent, from an average of 1,142 between October 1987 and September 1988, to 1,243 between October 1988 and September 1989.

  The demand for expedited food stamps (issued within five days due to a food emergency experienced by the applicant) has also increased since last year. For the period November, 1987 to October, 1988, 59,228 emergency food stamp grants were issued; for the period November, 1988 to October, 1989, 65,482 such grants were issued."

- **San Antonio:** "While there has been an overall increase of 19 percent in the number of requests for emergency food assistance, the decrease in Title II surplus commodities has resulted in a significant reduction in the number of elderly persons utilizing this program. Many elderly persons are reluctant to request food assistance when the service is not available in a 'non-welfare' type of facility. This problem is now being addressed."

- **Santa Monica:** "During the past year participation in the city's largest evening meals program has increased from an average of 200 people per evening to an average of 350 people."

Requests by Families for Emergency Food Assistance

The number of families with children requesting emergency food assistance increased in 24, or 92 percent, of the responding cities. The average net

increase was 14 percent, ranging from 40 percent in Phoenix, 30 percent in Denver, and 20 percent in Charlotte, Nashville, New Orleans and Washington, D.C., to 10 percent in Los Angeles and Trenton, five percent in New York City and San Diego, and three percent in Louisville. Chicago indicated that the number of families requesting emergency food assistance stayed the same during the past year. Portland reported a five percent decrease.

More than three out of every five persons (61 percent) requesting emergency food assistance in the survey cities were either children or their parents. In ten cities three quarters or more of those requesting emergency food assistance were families with children: Boston, Charleston, Denver, Kansas City, Los Angeles, Nashville, New Orleans, Philadelphia, San Antonio and Trenton. Other cities where families with children comprise half or more of those requesting emergency food assistance include Cleveland, Louisville, Minneapolis, Norfolk, Phoenix, Saint Paul and Seattle.

City officials commented on the increased demand by families for emergency food assistance:

- **Boston:** "The State's fiscal crisis and accompanying budget reductions have directly impacted families with children. The insufficient level of public assistance payments has not kept pace with the rising cost of living. High housing and fuel costs have also resulted in more families turning to emergency food programs for help."

- **Kansas City:** "Mid America Assistance Coalition reported that there was very little increase in requests from single member households. The increase came from families. The average size of families requesting assistance increased from 3.23 to 3.35."

- **Los Angeles:** "A number of agencies have reported that they are seeing children for the first time. This includes the missions in the downtown/Skid Row area which traditionally have served only single men."

- **New Orleans:** "Families, even if employed, are unable to meet bare minimum expenses and if they do, they live on the edge. Expenses incurred for children have increased. An example is the large amount of school supplies and workbooks which the family has to provide."

- **New York City:** "The number of families with children requesting emergency food assistance in New York City has increased five percent, from approximately 1.5 million to more than 1.6 million."

- **Phoenix:** "The largest increase in requests for emergency food assistance has been among working poor families, as reported by agencies and pantries that serve the poor directly."

- **San Antonio:** "The percentage of food asistance requests by families continues to increase. The number of two-income households ineligible for food stamps, but in need of assistance is increasing annually. Families are utilizing higher percentage of their expendable income for housing."

- **San Francisco:** "While there are more services for women and children generally, their needs continue to increase. In addition to those who

request emergency food assistance, there are many others, specially families, who are unable to turn their immediate need into a vocalized request for food. They simply skip a meal and go hungry because they are unable to reach out at a given time of day, or to leave their neighborhood and home in search of food elsewhere."

The Causes

The increased demand for emergency food assistance is due to a number of factors, many of them interrelated. Those most frequently identified by the survey cities, in response to an open ended question, are the lack of hou sing affordable by low income people; unemployment and other employment-related problems; and low benefit levels and other limitations of public assistance programs, including food stamps.

- **The lack of housing affordable by low income people**, including increasing difficulties in meeting the high cost of housing, was identified as a major cause of hunger by 17 cities: Alexandria, Boston, Charlotte, Los Angeles, Minneapolis, New Orleans, New Orleans, New York City, Philadelphia, Phoenix, Providence, Saint Paul, San Antonio, San Francisco, Santa Monica, Trenton and Washington, D.C. Los Angeles officials mentioned the decreased purchasing power of low income people, including those underemployed, who now must direct a disproportionate amount of their income toward the high cost of housing. San Antonio officials stated "those marginally employed must utilize a significantly high percentage of their income for housing. The lack of safe and decent affordable housing for low and moderate income people in this city is a major contributing factor to the problem of hunger."

- Fifteen cities cited **employment-related problems** as a cause of hunger:

  * Specifically citing **unemployment** were Boston, Charlotte, Chicago, Cleveland, Kansas City, Los Angeles, New Orleans, Philadelphia, San Antonio and Trenton. Kansas City officials cited "unemployment and the loss of opportunities to earn a liveable wage due to decreases in the number of manufacturing jobs. The only jobs available to unskilled or semi-skilled persons are low-paying service jobs," they indicated.

  * **Underemployment** was mentioned by Alexandria, Boston, Los Angeles, New Orleans, Minneapolis and San Antonio.

  * **Low wages**, insufficient to meet the cost of basic necessities, were identified as a cause of hunger by five cities: Charlotte, New York City, Nashville, Philadelphia, Saint Paul and San Antonio. New York City mentioned the lack of high paying jobs. Charlotte and Philadelphia specifically cited low minimum wages. Nashville cited low wages for unskilled workers.

- Again 15 cities identified **low benefit levels and other limitations of public assistance programs**, including food stamps: Boston, Santa Monica, Washington, D.C., Charleston, New Orleans, Alexandria, New York City, San

Francisco, Cleveland, Louisville, Nashville, Philadelphia, Los Angeles, Phoenix and Seattle.

Commenting on low benefit levels, Chicago officials noted that "inadequate income, usually due to public assistance levels that simply do not meet the entire need of a family, is a major cause of the problem." In Cleveland, "most recipients receive public assistance that is inadequate to meet basic needs. The State of Ohio estimates that a family of three needs a minimum of $685 a month. Families served by food programs are averaging $450-$520 a month." New York City officials cited "seriously eroded public assistance benefits and low food stamp benefits" as a main cause of hunger. In Santa Monica, the numbers on food lines and at food pantries increase as benefits run out towards the end of the month."

Other problems relating to food stamps and other benefit programs, besides low benefit levels, identified as causes of hunger include:

* Underutilization of benefit programs by eligible persons -- by Alexandria, Los Angeles, San Francisco, Charleston and Washington, D.C. Los Angeles officials cited a "recent study which showed that only 62 percent of homeless families were participating in the food stamp and WIC programs." In San Francisco, "only 30 percent of those eligible for food stamps get them. Bureaucratic barriers discourage the use of food stamps."

* The length of time applicants must wait before their requests for food stamps, SSI, AFDC and other benefits are approved -- by Charleston;

* Difficulties in obtaining SSI and disability benefits -- by New Orleans;

* Lack of adequate funding for key federal feeding programs, such as food stamps, WIC, TEFAP and Child Nutrition Programs -- by San Francisco.

- **Inability to pay for the high cost of other necessities**, due to insufficient income, was cited by 12 cities. San Francisco, New York City, Phoenix, Minneapolis, Phoenix, Portland, Saint Paul, New Orleans, Alexandria, Charleston, Denver, and Providence. The high cost of food was specifically cited by Charleston, Alexandria and Cleveland. Charleston mentioned the "high cost of food in poverty-area grocery stores." High child care costs were identified by Minneapolis, Portland, Saint Paul and Providence; health care by Minneapolis, Portland and Providence; utilities by Trenton, New Orleans, Phoenix and New York City.

- **The high incidence of poverty** was identified as a cause of hunger by ten cities: Boston, Denver, Los Angeles, Louisville, New Orleans, Portland, Saint Paul, San Francisco, Santa Monica and Seattle. Officials in Louisville specifically mentioned the "increasing number of families living in poverty."

Other causes identifed for the problem of hunger in the survey cities were:

- **Drug abuse** -- by Charlotte, Seattle, Trenton, Nashville and Washington, D.C.;

- **Breakup of families or family crisis** -- by Chicago, Louisville, Norfolk and Seattle. Officials in Seattle mentioned family crisis "triggered by domestic violence, alcohol and drug abuse and mental illness." Louisville cited "increasing numbers of family break-up, leaving one income where previously there were two."

- **Mental illness and mental health policies**, including deinstitutionalization -- by Norfolk, Seattle and Trenton;

- Homelessness -- by Santa Monica, San Francisco, Alexandria and Trenton; and

- Cuts in human services programs -- by Boston, Charleston and New Orleans.

THE CAPACITY TO MEET THE NEED

Level of Resources Available to Emergency Food Assistance Facilities

The level of resources (such as food, funds volunteers) available to emergency food assistance facilities decreased in 10 cities, increased in another 10, and stayed the same in seven cities. Those cities which reported a decrease were Boston, Cleveland, Denver, Los Angeles, Minneapolis, New York City, Portland, Saint Paul, San Francisco and Seattle. The level of resources available to emergency food assistance facilities increased in Alexandria, Charleston, Charlotte, Kansas City, Louisville, Norfolk, Providence, San Antonio, Santa Monica, and Washington, D.C. It remained the same in Chicago, Nashville, New Orleans, Philadelphia, Phoenix, San Diego, and Trenton.

On average, the overall level of resources available to emergency food assistance facilities in the survey cities increased by one percent. It increased by 16 percent in Kansas City, 19 percent in San Antonio, 21 percent in Alexandria and 45 percent in Charleston. The level of resources available to emergency food assistance facilities decreased by 10 percent in Minneapolis, 12 percent in Los Angeles, 25 percent in Portland and 40 percent in Denver.

Reductions in USDA surplus commodities and FEMA funds, and in food donations from processors and producers were often identified as causes for the decrease in the level of resources available to emergency food assistance facilities. Some of cities which indicated that the level of resources available to emergency food assistance facilities had increased or stayed the same during the past year also reported decreases in food supplies. Commenting on the decrease in resources available to emergency food assistance facilities, the city officials said:

- Boston: "The level of resources generally decreased, mostly due to a reduction in FEMA funds and USDA commodities distribution. Support from volunteers and contributions to Project Bread has increased, however."

- **Cleveland:** "A 50 percent reduction in USDA commodities has had a major impact on the ability of emergency food assistance facilities to serve those in need."

- **Denver:** "Food resources, although more accessible due to the establishment of more local food banks, have recently decreased. This decrease has impacted the inventories at local food banks. However, independent food donations outside of the 'recognized' food bank networks have increased slightly."

- **Los Angeles:** "Food donations from national companies are still down this year. They may be donating to hospitals and universities, but not to emergency food assistance facilities. There is also a continuing problem with burn-out among volunteers and, therefore, there is a significant turnover rate. Food Partnership, an agency that provides transportation of donated food, reported only a two to three percent increase in resources."

- **Portland:** The reported 25 percent decrease in the level of resources available to emergency food assistance facilities occured when the "FEMA allocation dropped from $100,000 to $75,000."

- **Saint Paul:** "Product donation has been down 24 percent; dollar donations have leveled off; and volunteer response remains adequate."

- **Seattle:** "Federal commodities have decreased; more grocery chains are selling food instead of donating to food banks; the hunger issue is no longer 'trendy.'"

Among the comments from city officials on increases in the level of resources available to emergency food assistance facilities:

- **Charleston:** "There has been a significant increase in community involvement. In-kind donations from restaurants, caterers, and business functions have increased approximately 40 percent."

- **Louisville:** "Canned food drives have had a lower yield at Dare to Care. However, with the newly founded Kentucky Harvest, volunteers have collected over two million pounds of food from local restaurants, bakeries, hotels, etc. and delivered them to soup kitchens and shelters throughout the community. The estimated cost savings to those programs is $516,000 annually."

- **Providence:** "Greater awareness about the problem of hunger has resulted in more agencies being involved and in more funds being available."

- **San Antonio:** "There was an increase in resources, such as funds and volunteers. However, there was a decrease in the amount of food donated this past year."

- **Santa Monica:** "Volunteer hours, donations and funds have steadily increased over the past year as demands have increased. However, USDA surplus commodities at our local food bank have been severely reduced."

- **Washington, D.C.:** "There have been increases in funds, food from food drives, and volunteers. These increases have been utilized by many providers to offset for the loss of TEFAP commodities. The city's largest food provider, however, needs to increase funds since 40 percent of its budget was lost when TEFAP commodities decreased."

In Phoenix, where the level of resources did not change during the last year, officials indicated: "there has been some fluctuation in resources, but the total aggregate remains about the same. The most alarming change, however, has been a decrease of 25 to 30 percent in food provided by food processors."

Emergency Food Assistance Facilities: For Emergencies Only or as a Steady Source of Food?

Twenty-five cities (93 percent) reported that emergency food assistance facilities were used both for emergencies and as a steady source of food for long periods of time. Two cities -- Charlotte and San Antonio -- indicated that such facilities were used primarily for emergencies only. San Antonio officials noted, however, that emergency food assistance facilities are used for emergencies only because "demand exceeds supply, resulting in those facilities' inability to provide food on a continuing basis." Other comments from city officials:

- **Alexandria:** "Grocery, commodity and voucher programs generally are designed to provide an interim three to five day supply of food for temporary need. Feeding sites and meals programs frequently provide long term assistance, particularly to homeless persons."

- **Boston:** "Some people use food pantries and soup kitchens occasionally, but as budget cutbacks and layoffs continue, many are depending on these facilities as an ongoing source of food. Unfortunately, emergency food providers are not prepared to deal with chronic needs."

- **Charleston:** "Many use the soup kitchen for long term food assistance, others seek emergency foodstuff from local human service organizations."

- **Chicago:** "The City-operated food program is for emergency use only. Non-profit food pantries, however, may become a regular source of food for longer periods."

- **Cleveland:** "Families are increasingly relying on food programs on an ongoing basis. Many use more than one agency to obtain a sufficient supply."

- **Denver:** "Emergency assistance is still the primary focus of local food banks. However, various food banks may extend their respective food assistance efforts to stabilize nutritionally families with children, especially infants."

- **Los Angeles:** "The working poor and AFDC recipients need long term assistance as they are caught up in the cycle of poverty and can't move up financially. The situation is even worse for the ever-growing number of

undocumented workers who have less public and private benefits available to them."

- **Louisville:** "Dare to Care offers food assistance in two manners. There are the distribution centers designed to respond to crisis situations (offering a four to seven day food suply). There is also the food bank network which allows meal providers to purchase in bulk quantity and share transportation and maintenance costs."

- **New Orleans:** "Most food bank type facilities provide assistance in emergencies only, usually consisting of a three day supply. However, many shelter and church-associated feeding programs have become a regular, on-going source of food for many homeless and poor people."

- **New York City:** "Providers report seeing the same clients repeatedly. Some clients use facilities because of short term interruption in cash flow or receipt of income (four percent of food pantry users and six percent of soup kitchen clients report losing their job). A larger number of working poor and public assistance recipients simply do not have enough income to cover food and shelter costs on a regular basis (80 percent of food pantry users and 41 percent of soup kitchen users report that they seek emergency food assistance because they ran out of food stamps or public assistance, or used their income to pay their rent or utilities bills.) This population is increasingly turning to emergency food providers as a steady source of food."

- **Norfolk:** "Some families are served on a recurrent basis due to fluctuations in their financial situation. Assistance facilities are used mostly for emergencies. However, some churches provide food to families needing assistance on a monthly basis."

- **Phoenix:** "Besides the demand for emergency food assistance from those who have no resources, there is a large demand for supplemental food from working poor. Programs such as Food Share and the Care Club have increased significantly with the excess spilling over in a demand for food boxes."

- **Washington, D.C.:** "Some providers allow persons in need of emergency food to come on an 'as needed' basis with no limit at all. Others have limitations, such as only once a month, or once every six months."

The Quantity of the Food Provided

More than three out of every five (63 percent) of the survey cities reported that emergency food assistance facilities were unable to provide an adequate quantity of food. Those cities are: Boston, Charlotte, Cleveland, Denver, Kansas City, Los Angeles, Louisville, Minneapolis, New York City, Philadelphia, Phoenix, Portland, Saint Paul, San Antonio, Seattle, Trenton, and Washington, D.C. The remaining 37 percent of the cities indicated facilities were able to provide an adequate quantity of food. Among those cities are: Alexandria, Chicago, Nashville, Norfolk, Providence, San Diego and Santa Monica. Officials from some of those cities, however, noted that although quantities are sufficient, facilities limit the assistance they provide:

- **Chicago:** "The family food box contains 31 items and 34 pounds (net weight) of food, and is sufficient to feed a family of four (two adults, two children) for three or four days."

- **New Orleans:** "We are only able to provide a three-day supply of food; most emergencies take longer than three days to solve."

- **San Francisco:** "They provide an adequate quantity of food. However, there are limits to these programs. Certain soup kitchens are open on a limited basis (certain hours or days per week)."

Among the comments from city officials on the inability of emergency food assistance facilities to provide adequate quantities of food:

- **Boston:** "Emergency food assistance facilities are facing increasing demand, but resources are not increasing at the same rate. Usually, pantries attempt to provide a three-day supply of food. That is not always possible, especially given the special dietary needs of growing infants and children."

- **Denver:** "Overall resources are limited, therefore, food quantities are allocated according to available food inventory. The holiday months are an exception; food resources are usually available at this time."

- **Kansas City:** "The ability of most pantries to provide an adequate quantity of food fluctuates with the level of donated support on which many rely heavily. The food bank which supplies most emergency facilities also has fluctuations in quantities available."

- **Los Angeles:** "With requests for emergency food assistance up and resources available to meet the demand down, it is inevitable that the emergency food system is inadequate. Certain areas of the city are particularly underserved as food pantries limit their areas of service because of the lack of resources."

- **Louisville:** "There is limited availability of high protein food items such as meat and fish to provide to persons seeking emergency food assistance."

- **New York City:** "Many emergency food providers must limit the quantity of food they give in order to reach as many needy people also possible; others are forced to turn people away because they lack sufficient resources."

- **Philadelphia:** "Often the household needs a steady supplement, beyond the short-term and limited package."

- **Phoenix:** "Demand exceeds supply and food stuffs are often stretched as far as possible. None of the food providers are able to supply the quantity they would like to be able to."

- **Portland:** "It is becoming increasingly difficult for agencies to provide an adequate amount of food. Many agencies now provide a two-day, rather than a three to seven-day supply of food in order to serve more families seeking assistance."

- **Saint Paul:** "The supply available to emergency food assistance facilities has leveled, while the need is increasing."

- **Seattle:** "There is never an adequate quantity of food at Seattle food banks; shortages are especially noticeable where high protein and infant foods are concerned."

The Quality of the Food Provided

Sixteen cities, or 62 percent of those that responded to the question, indicated that emergency food assistance facilities are able to provide nutritionally balanced food. Those cities are: Charleston, Charlotte, Chicago, Cleveland, Louisville, Minneapolis, Nashville, New Orleans, Norfolk, Portland, Providence, San Diego, San Francisco, Santa Monica, Trenton and Washington, D.C. Ten cities -- Boston, Denver, Kansas City, Los Angeles, New York City, Philadelphia, Phoenix, Saint Paul, San Antonio and Seattle -- said that the food provided by emergency food assistance facilities is not nutritionally balanced.

City officials who indicated that emergency food assistance facilities are able to provide nutritionally balanced food explained their responses:

- **Charleston:** "Soup kitchen lunches are always well-balanced. Bags of groceries for emergency situations strive for balance, but must be non-perishable. Fresh vegetables and fresh fruit and whole milk are generally not available through food pantries. Food pantries are also limited to canned, rather than fresh meats."

- **Chicago:** "The food box content is reviewed annually by a nutritionist, who also prepares sample menus for inclusion in the box."

- **Cleveland:** "Larger centers make efforts to provide a balanced diet. Small centers relying heavily on donated food have less control over the variety of food."

- **Louisville:** "Dare to Care employs a dietitian to ensure nutritionally balanced allotments through its emergency distribution centers."

- **Norfolk:** "The food provided is considered to be supplemental. Since the food is provided free of charge, monies can be used by families to buy meats; sometimes fresh fruit, vegetables, staples including canned meats, and dairy products are provided."

- **Portland:** "Although the food is generally nutritionally balanced shortfalls in USDA surplus commodities and privately donated food means that agencies must purchase food from wholesalers to provide a nutritional balance."

- **Santa Monica:** "While most well established meal and food pantry programs emphasize a nutritionally balanced meal, at times a 'meal' consists of instant soup and coffee."

- **Washington, D.C.:** "The nutrition value varies from provider to provider. However, agencies are provided assistance in preparing nutritionally balanced food packages."

Among the comments from cities where emergency food assistance facilities are unable to provide nutritionally balanced food:

- **Boston:** "All Boston food pantries try to give away balanced food packages. However, because the foods distributed are generally donated or surplus commodities, the nutritional quality is sometimes questionable."

- **Denver:** "Overall, the food is not nutritionally balanced. Much of the inventory at food banks is limited."

- **Kansas City:** "Not always, partially due to fluctuations in the food available and also to the lack of 'nutrition knowledge' of facility staff. Harvesters does provide a nutrition guide and some pantries work diligently to provide balanced food and nutrition information to recipients."

- **Los Angeles:** "It depends on the financial capabilities of the feeding agency. Lowest income people have the greatest health needs for a nutritionally balanced diet, particularly children. Unfortunately, children are treated as adults when it comes to nutritional balance. Further, the continued absence of non-fat dry milk is being severely felt."

- **New York City:** "Although New York City's Emergency Food Assistance Program is designed to provide a well balanced diet and some providers are able to put together a nutritionally balanced meal or food package some of the time, no provider can do this all of the time. This is particularly true of food pantries, which are finding it increasingly harder to stock their shelves with a variety of nutritious products."

- **Philadelphia:** "The availability of a nutritionally balanced diet is impeded by the decrease in daily commodities."

- **Phoenix:** "Because the flow is uneven, it is not possible most of the time to provide food from all major food groups."

- **Saint Paul:** "The supply is inadequate and the flow of product type is uneven."

- **San Antonio:** "Larger centers make a concerted effort to provide nutritionally balanced food as well as sample menus for inclusion in the bags. However, when funds have been exhausted, or when the provider must rely on donated items, food packages cannot be assured to be nutritionally well-balanced."

- **Seattle:** "Although food banks strive to provide nutritious food, protein-rich food and food for infants and the elderly are in short supply."

The Funding

During the last year, all but two of the survey cities used city government funds (either locally generated or federal or state grants) to support local emergency food assistance efforts. The funds came from a variety of sources:

- Over half, or 14, of the cities used **locally generated revenues**. These cities and the amount expended during the last year include:

Alexandria	$ 27,000
Boston	1,900,641
Charleston	30,000
Chicago	2,000,000
Louisville	25,000
Nashville	135,000
San Diego	45,000
Santa Monica	173,448
Seattle	802,619

Charleston reported that, in addition to funds, the City has also contributed in-kind support (with a dollar value of $45,000) to local programs providing emergency food assistance.

- Seven cities used **state grants**. These cities and the amount expended during the last year include:

Boston	$687,670
Norfolk	15,000
Philadelphia	2,000,000
Saint Paul	15,000
Seattle	102,692

- **Community Development Block Grant funds** were used also by seven cities. These cities and the amounts of CDBG funds they used during the last year include:

Chicago	$55,000
Cleveland	830,000
Louisville	50,000
San Diego	150,000
Seattle	114,000

- Again seven **cities used Community Services Block Grant** funds. These cities and the amount of CSBG funds they used include:

Alexandria	$19,803
Minneapolis	100,000
Norfolk	56,217
San Antonio	48,613
Washington, D.C.	47,479

Other sources of federal funds commonly used in the survey cities to support emergency food assistance facilities are the Emergency Food and

Shelter and the Temporary Emergency Food Assistance/Surplus Commodities programs.

The Unmet Need

The demand for emergency food assistance was estimated to have gone unmet by a net average of 17 percent in the survey cities. The unmet demand ranges from two percent in Norfolk, six percent in Kansas City, and 15 percent in Louisville, to 20 percent in Santa Monica, Phoenix and Denver, 25 percent in Boston and New Orleans, and 50 percent in Cleveland and San Francisco. Three cities -- Charleston, San Antonio and San Diego -- indicated that none of the demand for emergency food assistance goes unmet.

In nearly three-fourths (73 percent) of the responding cities, emergency food assistance facilities must turn away people in need because of lack of resources. Those cities are: Alexandria, Boston, Charlotte, Chicago, Cleveland, Denver, Kansas City, Los Angeles, Minneapolis, New Orleans, New York City, Norfolk, Philadelphia, Phoenix, Providence, Santa Monica, Seattle, Trenton and Washington, D.C. Seven cities -- Charleston, Louisville, Nashville, Portland, Saint Paul, San Antonio and San Diego -- said that facilities do not have to turn away people because of lack of resources. Three of those cities qualified their answer:

- **Nashville:** "Facilities don't turn people away, but some restrict the number of times a family or individual can be served, such as three times within a year."

- **Saint Paul:** "We have been able to provide 'something' to those seeking assistance. The problem is providing food of sufficient quantity and quality."

- **Portland:** "The amount of food per family or household they are able to provide is reduced in order not to turn anyone away."

Other officials explained their responses:

On Unmet Need:

- **Alexandria:** "From time to time some pantries or voucher programs deplete reserves due to budget constraints."

- **Cleveland:** "Most programs limit families to a three-day supply of food each month. Actual need would be for a five to seven day supply."

- **Louisville:** "We are concerned about the cutbacks in the USDA Commodities Food Program. The Louisville and Jefferson County Community Action Agency has taken over 9,000 applications for the upcoming distribution. The Commodity Supplemental Feeding Program has been cut by $94,000 in reimbursements for distribution of surplus food. The loss of surplus dairy products had only partially been offset by receipts of other commodities such as peanut butter, canned pork, honey and dried beans. Many families in this community have come to depend on this program."

- **New Orleans:** "During a period of time this year the local food bank was unable to provide three-day food supplies because it had no food available."

- **Phoenix:** "In many cases, the amount of food provided in an average food box is half of what was provided a year ago."

- **San Francisco:** "Emergency food assistance does not stretch to meet the needs in all neighborhoods, nor does it provide three meals per day, seven days per week for all who need it. With 6,000 homeless people who have continuous food needs, there is an overwhelming need for emergency food assistance. Programs must place limits on what they can reasonably accomplish."

On People Being Turned Away from Emergency Food Assistance Facilities:

- **Boston:** "Approximately 25 percent of families who seek assistance are turned away from food pantries due to insufficient food supplies. Other pantries can give out a three-day supply of food or even a few cans because of a lack of food to distribute. Families that get turned away from food pantries could get meals at a variety of local non-profit meal programs."

- **Chicago:** "Family maintenance users (i.e. families who previously used food boxes as supplements at least six times a year) are not limited to one issuance a year. Repeat requestors are turned away in order to conserve the supply of food for families with 'true' emergencies."

- **Cleveland:** "Centers in high demand neighborhoods must close periodically because of lack of food."

- **Denver:** "A recent reduction in the level of food resources made available to local food banks has affected service levels. Moreover, food supplies to accommodate all food requests have not always been adequate. Specific items not always available include: fresh fruit, dairy products and infant formulas."

- **Kansas City:** "People are turned away when resources are simply not available. Late summer and early fall are the 'poorest' time for facility provisions. From Thanksgiving to mid-January the facilities are well stocked, and again from Easter time to mid-July. The 'well stocked' times follow holiday giving and food drives."

- **New Orleans:** "When food supplies become low, sometimes people asking for assistance are given only a partial food supply. For example, they are given a three-day supply and cannot request additional assistance until three months have passed."

- **New York City:** "Most providers report having to turn away clients or having to give out less food in order to serve more clients."

- **Norfolk:** "The increased demand for emergency food assistance has not kept pace with the supply available."

- **Philadelphia:** "The decrease in the availability of dairy products is one problem. Certain soup kitchens have also become overwhelmed by our unprecedented demand, particularly among the homeless not staying in shelters."

- **Phoenix:** "When agencies have no food, people are turned away. Referrals are often made to other sources, but it may take several visits to various agencies before finding food. Some people become discouraged and stop looking; they simply go hungry."

- **San Francisco:** "The food assistance facilities are set up to feed people according to a certain schedule of feedings. These are interconnected so that when one program closes down, it is immediately felt by the other programs which try to fill a new demand. Each program has some built-in flexibility and stretches to meet those who come to their door. Many churches have been hard-hit with people coming to their door for emergency food."

- **Santa Monica:** "Several programs have gone beyond their capacity for meals and, due to limited space, neighborhood opposition and staffing constraints, they have had to limit their numbers. One program will need to reduce its lunch program from over 250 per day to 150 per day within one year due to neighborhood opposition."

- **Trenton:** "Emergency food assistance facilities are not open long enough to take care of the need."

- **Washington, D.C.:** "About half of the emergency providers surveyed indicated they had to turn away people in need because of lack of resources. Many have tightened eligibility requirements, such as limiting assistance to residents of a specific neighborhood."

THE OUTLOOK FOR 1990

Expected Requests for Emergency Food Assistance in 1990

Twenty-four cities, or 89 percent, expect the demand for emergency food assistance to increase during 1989. It is expected to stay the same in three cities: Cleveland, Louisville and Providence. Cleveland officials noted, however, that "if there is a recession, the local economy would be seriously affected and demand would increase substantially."

The reasons given by city officials for the expected increase are often complex:

- **Alexandria:** "The poverty population continues to spend a disproportionate share of its income for shelter. These costs continue to rise in relation to this population's income. The ongoing federal deficit problems seem to preclude adequate funding of new or existing programs which would combat hunger."

- **Boston:** "Public assistance benefits are not increasing to reflect cost of living increases and, therefore, remain inadequate; the State's economic growth shows signs of slowing down; housing costs remain high; and wages available to unskilled workers are not sufficient to feed their families."

- **Charleston:** "We predict that the long-term effects of Hurricane Hugo will eventually increase demands for food. Housing costs have risen, many have lost their employment due to the hurricane, and some will have spent food monies on needed repairs."

- **Chicago:** "There has been no significant improvement in the economic status of the city's poor. However, there has been a slight increase in public assistance benefit levels which may slow the anticipated increases in requests for emergency food assistance."

- **Kansas City:** "Several factors contribute to the expected increase: there has been a 15 percent increase in the number of requests for assistance in the past year; families are spending more of their income on non-food expenses, such as utilities and housing and those costs are increasing annually. (The average family seeking assistance at food pantries spends over 90 percent of their income on necessities other than food -- 55 percent or more on rent and 42 percent on utilities); the shutdown of Braniff, a major local employer, left about 2,000 persons unemployed. This is already affecting food pantries."

- **Los Angeles:** "The demand will continue to increase because none of the causes, particularly low wages and a lack of affordable housing, are likely to improve in the near future."

- **Nashville:** "The cost of living (food, utilities, etc.) continues to rise faster than the incomes of the poor and working poor."

- **New Orleans:** "The employment situation is not improving sufficiently at the local and state level; nor is there a likelihood of increased resources to assist the poor."

- **New York City:** "While the minimum wage and funds for WIC will be increasing and several improvements in the administration of services are planned, we can not expect these improvements to affect the demand for emergency food assistance immediately. In addition, FEMA funding is expected to decrease and the state of the city's economy is uncertain at best."

- **Philadelphia:** "The increase in the cost of living will continue to exceed any increase in the incomes of low-income households; neither minimum wage nor welfare grants are likely to improve at a rate that will enable households to improve their nutrition intake."

- **Phoenix:** "The high cost and unavailability of affordable housing will force more of the working poor to seek emergency food assistance."

- **Saint Paul:** "We expect the demand to increase because the causes of the

problem (i.e. poverty, lack of affordable housing, non-livable wages, lack of adequate day care) have every likelihood of continuing to increase."

- **San Antonio:** "The increased costs of housing are forcing people to expend a higher percentage of their income for shelter expenses; thereby leaving a reduced amount of money for food."

- **San Francisco:** "Trends toward more hunger and homelessness will increase. San Francisco and the Bay Area continue to be a mecca for persons and families from other parts of the country. Programs that provide food are stretched thin as it is. No new programs are envisioned and resources are limited."

- **San Diego:** "Population growth of San Diego will bring about increased demands for all emergency services, including food. Mild winters, better than average job availability, and undocumented immigrants are expected to increase the demand for emergency services."

- **Seattle:** "The recent Boeing workers' strike has severely hampered their ability to pay their bills; the number of families affected by alcohol and/or drug addition has increased; and federal food commodities have decreased. All these factors will likely result in an increase in the demand for emergency food assistance."

- **Trenton:** "The causes of hunger (e.g. lack of affordable housing, high cost of living, lack of employment) will continue to increase the demand for emergency food assistance."

- **Washington, D.C.:** "There will not be a major decrease in any of the causes of hunger, although D.C. Hunger Action is working with the City's Department of Human Services and several providers and advocacy organizations to increase participation the food stamp program."

CITY DATA ON HUNGER

CITY	Percentage Increase in Demand for Emergency Food	Percentage Increase in Families' Demand for Emergency Food	Percentage of Families Among Those Requesting Food	Level of Resources	Food Assistance Facilities Provide Adequate Quantity of Food	Food Assistance Facilities Provide Nutritionally Balanced Food	Are People Being Turned Away
ALEXANDRIA	6	na	na	increased	yes	na	yes
BOSTON	15	15	80	decreased	no	no	yes
CHARLESTON	20	na	90	increased	yes	yes	no
CHARLOTTE	20	20	na	increased	no	yes	yes
CHICAGO	0	0	47	same	yes/a	yes	yes
CLEVELAND	na	na	70	decreased	no	yes	yes
DENVER	25	10	77	decreased	no	no	yes
KANSAS CITY	16	15	81	increased	no	no	yes
LOS ANGELES	11	10	75	decreased	no	no	yes
LOUISVILLE	15	3	65	increased	no	yes	no
MINNEAPOLIS	17	17	62	decreased	no	yes	yes
NASHVILLE	20	20	80	same	yes	yes	no
NEW ORLEANS	22	20	80	same	yes/b	yes	yes
NEW YORK CITY	5	5	24	decreased	no	no	yes
NORFOLK	27	1	52	increased	yes	yes	yes
PHILADELPHIA	na	na	75	same	no	no	yes
PHOENIX	33	40	68	same	no	no	yes
PORTLAND	17	-5	44	decreased	no	yes	no
PROVIDENCE	28	18	30	increased	yes	yes	yes
SAINT PAUL	25	na	61	decreased	no	no	no
SAN ANTONIO	19	16	95	increased	no	no	no
SAN DIEGO	5	5	35	same	yes	yes	no
SAN FRANCISCO	25	21	20	decreased	yes/c	yes	na
SANTA MONICA	36	20	25	increased	yes	yes	yes
SEATTLE	5	9	50	decreased	no	no	yes
TRENTON	25	10	80	same	no	yes	yes
WASHINGTON, D.C.	43	20	na	increased	no	yes	yes

(a) Quantity is adequate, but supply is given for three or four days at a time.
(b) Quantity is adequate, but only a three-day supply of food is given at a time.
(c) Quantity is adequate, but programs are open on a limited basis.

Homelessness

During the last year overall requests for emergency shelter increased by one-fourth in all but three of the survey cities. Requests for shelter by homeless families alone increased by 23 percent, again in all but three of the survey cities. In 78 percent of the survey cities shelters must turn away homeless families because of lack of resources. Shelters in 59 percent of the survey cities must turn away other homeless people because of lack of resources. The city officials estimate that 22 percent of the requests for shelter by homeless people went unmet during the last year, and that 24 percent of the requests for shelter by homeless families went unmet. The number of emergency shelter beds for homeless people increased by an average of 13 percent in the survey cities. Transitional housing units increased by an average of 25 percent in the survey cities last year. Homeless families were mentioned most frequently -- by 78 percent of the responding cities -- as the group for whom shelter and other needed services are particularly lacking. More than nine in ten of the survey cities expect that requests for shelter by homeless people will increase during 1990.

THE PROBLEM

The Demand For Emergency Shelter

Eighty-nine percent of the survey cities reported an increase in requests for emergency shelter last year; in three cities -- Denver, Philadelphia and Saint Paul -- they remained the same. No cities reported a decrease in overall requests for shelter. The average increase in requests for shelter was 25 percent. The percentage of increased requests ranged from 70 percent in Trenton, 54 percent in Alexandria, 44 percent in Washington, D.C., 36 percent in Portland and 35 percent in Santa Monica to six percent in Chicago, four percent in Charleston and three percent in New York City.

Eighty-nine percent of the survey cities as well reported an increase in requests for emergency shelter by homeless families. These requests increased by an average of 23 percent across the survey cities last year. In Philadelphia the number of requests remained the same. In Minneapolis and Norfolk they decreased. Minneapolis officials explained that there was an increase in the numbers of adults and children requesting services, but the number of families requesting help declined. Norfolk officials explained that that city's 38 percent decline in requests does not "reflect the true picture. The number of agencies reporting data has decreased from 11 per month on average to seven per month on average. We feel there has not been this dramatic a decrease in requests."

When just those cities which showed an increase in requests for shelter by homeless families are included in the calculation, the average increase was 29 percent. The increased requests by homeless families range from 102 percent in Charleston, 80 percent in Trenton and 50 percent in Charlotte to 10 percent or less in Chicago, Denver, Louisville, New York City, San Antonio and San Diego.

The Population

Across the survey cities, single men comprise 46 percent of the homeless population. Families with children comprise 36 percent of the homeless population, single women 14 percent and unaccompanied youth four percent. City officials report that 51 percent of the homeless population is black, 35 percent is white and 14 percent are of other races or ethnic groups. Persons considered severely mentally ill account for 25 percent of the homeless population in the survey cities. Substance abusers account for 44 percent. In the survey cities, 24 percent of the homeless people are employed in full- or part-time jobs and 26 percent are veterans. Five percent of the homeless people in the survey cities are persons reported to have AIDS or HIV-related illness.

- Cities in which **single men** comprise 60 percent or more of the homeless population are Boston, Charlotte, Cleveland, Minneapolis, Nashville and Phoenix. Those in which single men comprise 30 percent or less of the homeless population are Kansas City, Providence and Trenton. Twelve cities -- Boston, Charlotte, Chicago, Cleveland, Minneapolis, Phoenix, Portland, Providence, San Antonio, Santa Monica, Trenton and Washington, D.C. -- reported that the number of homeless single men increased during 1989.

- **Families with children** account for 40 percent or more of the homeless population in Alexandria, Chicago, Kansas City, Louisville, New York City, Norfolk, Philadelphia, Portland, Providence, Trenton and Washington, D.C. They comprise one-fifth or less in Charlotte, Minneapolis, Nashville and San Francisco. Fifteen cities reported that the number of homeless families increased during the last year. Philadelphia reported the number stayed the same; Norfolk reported that the number decreased.

  Among homeless families in the survey cities, an average of 59 percent of the family members are children; 41 percent are adults. Children account for 60 percent or more of the family members in Boston, Charleston, Cleveland, Denver, Los Angeles, Louisville, Minneapolis, Philadelphia, Saint Paul, San Antonio, San Diego, San Francisco, Trenton and Washington, D.C.

  Since families with children comprise 36 percent of the homeless population in the survey cities, and 59 percent of the family members are children, one can estimate that children who are members of homeless families comprise 21 percent of the homeless population in the survey cities. Since an additional four percent of the homeless population in the survey cities are unaccompanied youth, it can be estimated that children account for one-fourth of the homeless population.

  Also among homeless families in the survey cities, just over one-fifth (21 percent) are headed by two parents; just under four-fifths (79 percent) are headed by a single parent. Thirty percent or more of the homeless families are headed by two parents in Charlotte, Denver, Los Angeles, Phoenix and Seattle. Three-fourths or more of the homeless families are headed by a single parent in Boston, Charleston, Cleveland, Kansas City, Minneapolis, New Orleans, Philadelphia, Providence, Saint Paul, San Antonio, San Francisco, Trenton and Washington, D.C.

- Cities in which **single women** comprise 20 percent or more of the homeless population include Chicago, Denver, New Orleans, Santa Monica and Washington, D.C. They account for 10 percent or less of the homeless population in Cleveland, Kansas City, Louisville, New York City, Saint Paul and Trenton. The number of homeless women increased during 1989 in Chicago, Detroit, Minneapolis, Phoenix, Portland, Saint Paul, San Antonio, Santa Monica, Trenton and Washington, D.C.

- **Unaccompanied youth** (age 18 and under) account for 10 percent or more of the homeless population in Denver, Los Angeles, New Orleans, San Francisco and Santa Monica. Boston, Denver, Phoenix, Providence, Saint Paul, Santa Monica and Trenton reported that the number of homeless unaccompanied youth increased during 1989.

- Cities in which **blacks** comprise two-thirds or more of the homeless population include Alexandria, Charlotte, Chicago, Cleveland, Kansas City, Philadelphia and Washington, D.C. Blacks account for one-fifth or less of the homeless population in Denver, Phoenix and San Antonio.

  Whites account for 40 percent or more of the homeless population in Denver, Louisville, Minneapolis, Nashville, Phoenix, Saint Paul, San Francisco and Seattle. They make up one-fifth or less of the homeless population in Alexandria, Charlotte, Chicago, Kansas City, New York City, Philadelphia, and Washington, D.C.

- Other racial and ethnic groups account for one-fifth or more of the homeless population in Denver, Minneapolis, New York City, Phoenix, San Antonio, Santa Monica and Seattle. In San Antonio, 60 percent of the homeless population is Hispanic. Phoenix reports that 18 percent of its homeless population is Hispanic; 12 percent is Native American. New York City reports that one-fourth of its homeless population is Hispanic. In Saint Paul, 10.2 percent of the homeless population is Hispanic; 3.4 percent is Native American.

- Cities in which **severely mentally ill** persons comprise 35 percent or more of the homeless population include Boston, Denver and Santa Monica. They make up 15 percent or less of the homeless population in Philadelphia, Portland, San Diego and Trenton.

- **Substance abusers** comprise 50 percent or more of the homeless population in Boston, Charlotte, Denver, Kansas City, Portland, San Diego, Santa Monica and Trenton. They account for one-fourth or less of the homeless population in Alexandria, Chicago and Phoenix.

- Cities reporting that more than five percent of their homeless population are **persons with AIDS or HIV-related illness** were Boston, Los Angeles, New Orleans, and Trenton. It should be noted that just under half of the cities had data available that allowed them to respond to this question.

- Thirty percent or more of the homeless population were **employed in full- or part-time jobs** in Alexandria, Charlotte, Denver, Los Angeles, Nashville and Phoenix. Ten percent or less were employed in Philadelphia, Portland, Saint Paul and Trenton.

- **Veterans** accounted for 30 percent or more of the homeless population in Boston, Denver, Nashville, Phoenix, Saint Paul, San Diego and San Francisco. They comprise 15 percent or less of the homeless population in Cleveland, Kansas City, Philadelphia and Trenton.

The Consequences of Homelessness

The city officials were asked to discuss the impact that homelessness was having on the emotional and physical wellbeing of parents, children and families as a whole.

Most frequently mentioned were **emotional and mental health problems** -- by Alexandria, Charleston, Chicago, Denver, Kansas City, Los Angeles, Minneapolis, Norfolk, Philadelphia, Providence, San Francisco Santa Monica and Trenton. **Depression** was specifically cited by Alexandria, Cleveland, Denver, Nashville, Norfolk, Phoenix and Seattle. **Stress** was identified by Charleston, Chicago, Denver, Los Angeles, Norfolk and San Francisco.

Various **school-related problems** were cited by the survey cities. **Poor school attendance** was identified as a consequence by Boston, Charleston, Kansas City, Los Angeles, Louisville, Minneapolis, New Orleans, Philadelphia, Phoenix and Trenton. **Developmental delays** among homeless children were reported by Charleston, Cleveland, Denver, Los Angeles, San Francisco and Seattle. **Poor school performance** was identified by Chicago and Santa Monica.

Health problems and/or inadequate health care were cited by Alexandria, Charleston, Denver, Kansas City, Minneapolis, New Orleans, Norfolk, Philadelphia, Santa Monica and Seattle. **Poor nutrition** was mentioned by Cleveland, Denver and San Francisco.

Loss of self-esteem was cited by Alexandria, Charlotte, Kansas City, Louisville, New Orleans, Portland, Saint Paul and San Antonio. **Hopelessness** was reported by Cleveland, Kansas City, Louisville and Nashville.

Substance abuse was cited as a consequence of homelessness by Chicago, Denver, Kansas City, Philadelphia, Providence, Portland and Santa Monica.

Family problems, such as instability and break-ups, were cited by Charleston, Charlotte, Denver, Kansas City, New Orleans, Philadelphia and Saint Paul. Chicago, New Orleans, Philadelphia, Portland and San Antonio cited **domestic violence**.

Below are some of the city official's comments:

- **Alexandria:** "Obviously, families faced with homelessness undergo tremendous emotional trauma. They suffer not only a lack of basic concrete needs, but also from a lack of security, self-esteem, and a sense of competency. Studies of homeless children indicate that they experience more instances of depression, hyperactivity, listlessness, anxiety, aggression and physical illnesses than children of the same socioeconomic group who reside with their families in homes."

- **Boston:** "The instability that homelessness brings to a family can take many forms. The lives of all family members are interrupted when they become homeless. We are seeing more poor, working families in shelters and their homelessness affects their attendance at work, as well as children's attendance in school. Families are staying in shelters for longer periods of time due to the lack of available housing subsidies."

- **Charlotte:** "Being homeless means being in crisis, losing faith in self and family and experiencing low self-esteem. Families fall apart because of their inability to deal with the crisis. Children learn instability and not to trust adults. Immediate survival needs, not emotional needs, have to be met in times of crisis."

- **Chicago:** "While there is no concrete data available, homelessness places severe stress on families which severely impacts their well-being. This is often manifested in domestic abuse, poor school performance, mental or physical health problems, and incidence of substance abuse."

- **Cleveland:** The consequences of homelessness include "increased depression by both adults and children, lack of stability, poor nutrition, lack of discipline, lack of hope, developmental delays among children, difficulty in learning, speaking and walking."

- **Kansas City:** "Adults exhibit a state of hopelessness, sometimes so severe that it limits their ability to focus beyond meeting immediate demanding needs. Low self-esteem also characterizes many, perhaps most of the women. The longer individuals remain in a shelter, the greater the negative impact of their situation on their behavior.

  "The impact of homelessness on children is varied and extreme, and it is probably much more severe and long-lasting than we can currently determine. We do know that younger children suffer developmental delays and often persist in infantile behavior into and beyond the pre-school years. We have observed that older children often assume parental roles toward younger siblings and their parents. Such inappropriate role assumption typifies the development problems experienced even at these older ages. Low self-esteem emerges as a factor in disruptive and self-destructive behavior of teens. Sadly, these and other undesirable effects of homelessness on children are often beyond the parents' ability to cope, given the magnitude of their personal problems."

- **Los Angeles:** "Fear and insecurity are the dominant emotions experienced by all homeless groups. It is almost inevitable that children are behind in school. The Wood study showed that 42 percent of homeless children are absent from school for over a week during a three month period, and 30 percent had to repeat a grade. This would certainly guarantee low self-esteem."

- **Louisville:** "These families need intensive case management in order to get to the point of self-sufficiency and self-determination. The effects of being without a home can be devastating on both parents and children. There is a loss of 'belonging' and having a place where other family members or friends can contact you. It means a loss of control over your life and a total dependence on strangers. It is a loss of pride and self-

esteem. For the children, it means a change in school or no school at all. It means being singled out as somehow being different from the other children. It is degradation and loss of hope. It is hell both physically and mentally."

- **Nashville:** "Parents become depressed, feel like failures, lose hope and incentive to re-establish homes, may turn to unhealthy defense mechanisms, e.g. withdrawal from gainful employment because they cannot manage on the wages. Children develop feelings of insecurity because their environment is unstable and parents are more anxious; lose time in and fall behind in school; feel inferior with peers who have homes; may not get sufficient protection from neglect and abuse. The families, as a whole, become marginal to the rest of the community, even nomadic and rejected."

- **New Orleans:** "Family functioning is commonly impaired since normal developmental strategies are disrupted. In addition to basic food and shelter needs, homeless families encounter problems such as bonding with infants, obtaining required immunizations, school registration and attendance and self-esteem. They often exhibit some degree of paranoia, especially toward social agencies. This may be related to an overwhelming fear that child protection officials may remove their children. Families often disintegrate, have a rise in child and spousal abuse, and generally decline in physical and emotional health."

- **Norfolk:** "The emotional impact that homelessness has on parents, children and families is very negative. There is depression and frustration on behalf of both parents and children. The teenage children act out at the shelter and at school. The other children are overly eager to please parents, feeling as though they have caused the difficulties the family is experiencing. Some of their feelings are manifested in physical ailments. The emotional states homeless persons experience are similar to that of the loss of a loved one. They feel that they have no control. Shelters have not been able to provide adequate programs for children and youth."

- **Philadelphia:** "Increased problems have been documented relating to mental health, physical health, relationships among family members, and school attendance. Parental roles are particularly compromised by shelter living. Common problems that present barriers to family self-sufficiency include drug abuse, domestic violence and child neglect."

- **Phoenix:** "Parents are often afraid to send their children to school for fear that they will be reported for child abuse. As a result, when homeless children finally go to school they have serious problems socializing with their peers. Beyond this, we find that many homeless children suffer from feelings of guilt and depression, believing that they are responsible, in one way or another, for their family's homelessness."

- **Portland:** "Homeless families are showing more types of 'distress.' In previous years unemployment was the most evident problem; now substance abuse, physical violence and the underlying lack of self-esteem are more typical."

- **Saint Paul:** "The self-esteem of parents declines when they cannot provide for their children. At times, they must separate in order to find shelter. The children do not understand; they see their parents as dependent upon others and that becomes a role model for their individual futures."

- **San Antonio:** "The impact is reflected in the case histories completed on families' reporting increased incidence of domestic violence and child abuse and neglect. The regimentation of shelter life is at times a difficult adjustment for dysfunctional families. Some of the families who must conform to a communal lifestyle begin to lose self-confidence in their own abilities. Children are silent in their acceptance of their circumstance. They experience a loss of self-esteem and self-worth."

- **San Francisco:** "Homelessness has been shown to produce developmental delays in children. Nutrition, learning and peer socialization are all negatively affected. Due in large part to lack of adequate child care, parents are under added stress of having to care for children without respite and under the most difficult circumstances."

- **Santa Monica:** "It is devastating. The will to survive, however, and the desire to take care of children often motivates homeless adults to keep going. There are a range of health care, educational and mental health needs of these families which often go unaddressed."

- **Seattle:** "Studies document infant death and serious medical problems among homeless children. Anxiety, depression, learning problems and developmental lags are common."

- **Washington, D.C.:** "The impact varies from family to family. Families who enter the shelter with stronger family structures and support mechanisms fare better than those without that stability. Impact on children can be devastating, e.g. changing of school district, loss of neighborhood identification, removal from friends, stigma of labeling as 'homeless.'"

The Conditions Faced by Homeless Families

The city officials were asked to describe the conditions faced by actual homeless families in their city. Below are some of their responses:

- **Alexandria:** "Ms. Doe and her two children (10 years old and two years old) became homeless when they were evicted from a public housing unit. The family had been evicted when Ms. Doe could not pay for the extensive damage caused to the unit by Ms. Doe's husband, who is an alcoholic and a batterer. The family had been evicted previously for the same reason. Ms. Doe will not reconcile with her husband. During the family's stay at a local shelter, Ms. Doe attended a battered women's support group, maintained her employment, arranged for day care, and was motivated to acquire housing for her family. The family is now living in a transitional housing unit."

- **Boston:** "Theresa, age 22 years, is the mother of two children, a one-year-old son and a four-year-old daughter. Until six months ago, she was

living at her mother's house with her five other brothers and sisters. Theresa's mother asked her to leave due to overcrowding. Since that time, Theresa has been moving between various friends and relative's homes until the Department of Public Welfare is able to offer her a family shelter placement. Theresa is running out of other people's homes to stay in and will soon need to pressure the Welfare Department more than she has been."

- **Charleston:** "A 21-year-old mother of four is expecting her fifth child. She has lived with different relations for the past five years. Her income is from AFDC. She's applied for subsidized housing, but her name remains on the waiting list. When relations are evicted from condemned housing, they get a subsidized unit, and then she can no longer live with them. She and her four children have been waiting in the shelter for four months, and now have received priority on the housing waiting lists. It is expected that an apartment will become available one week before the birth of her fifth child."

- **Charlotte:** "A mother with three children from a rural town moved to the city to be close to her daughter's doctor. (The child needs surgery every three years.) While living with relatives the mother experienced sexual harassment, and was thrown out of the apartment. She moved into a hotel where she worked in lieu of paying for the room. She was unable to receive food stamps because she had no address."

- **Cleveland:** "Ellen is a 28-year-old black female with a two-month-old infant girl who had been living in a sub-standard housing unit until the water was turned off. She came to a homeless drop-in center seeking shelter. Unless permanently housed, Ellen will lose custody of her child. There is no facility available in Northeast Ohio for Ellen to seek substance abuse treatment; she has been using crack cocaine since the third month of her pregnancy."

- **Kansas City:** "The client is a 31-year-old woman with four children who became homeless after her home was condemned. We assisted the client in obtaining a Section 8 housing voucher. After moving into the housing she started using cocaine. Fortunately, she overcame her dependency with the help of a drug rehabilitation program. Furthermore, she has obtained employment at a local senior citizen home and at our last contact was functioning satisfactorily."

- **Los Angeles:** "Paul was on the streets with his 15 and 17-year-old sons because of a problem with the INS, yet he was a graduate of two leading European universities and a concert pianist. The family was helped by a local church that provided temporary housing and aid in their legal problems. Now Paul is working, the children are in school, and they have their own apartment."

- **Louisville:** "Stan and Jessica and their three young daughters lived in one room at the VOA family shelter for about two months. The family had returned to Louisville, their hometown, to be near Stan's seriously ill mother. When a relative could no longer keep the family, they moved into the family shelter. When the VOA Home Place transitional housing center

opened in February of this year, the family was accepted into that housing program.

"As the family was preparing to move to Home Place, the shelter staff learned that a housing program called Habitat for Humanity was taking applications. Habitat enables low income families to buy newly built or rehabilitated housing. They were recommended by VOA staff to the program. Because of the family's demonstrated stability at work and at home, the Habitat housing program approved Stan and Jessica as recipients of a new house. Participants in the program are required to help build the house. The family is now participating with other volunteers in the building of their own home. They will continue to live at Home Place until their new home is ready."

- **Minneapolis:** "Elise is a 29-year-old black woman with three children, ages 11, nine and two. She recently moved her family to Minnesota following the breakup of her marriage in another state. She came here looking for work and to be near family. After a brief stay with a relative, she moved to the shelter when she could not find a job or housing she could afford. The cost of rent and utilities for the family's last housing was less than $500 per month. Elise did not complete high school and has no G.E.D., or special training. She reports no health or chemical dependency problems. Elise feels her biggest barriers are lack of job skills and the cost of child care. She is now receiving AFDC and hopes to find a three-bedroom apartment next month."

- **Nashville:** "Ms. C., age 29, black, unmarried, is the mother of nine children ages 16 through eight months. She receives AFDC in the amount of $464 per month and food stamps in the amount of $581. Ms. C. and her children came to Nashville from Texas 'to have a better life.' They lived with friends in Nashville, and were assisted in acquiring public housing by the Downtown Service Center for the Homeless and Metro Social Services. Her rent is $46 per month. Ms. C. appears mildly retarded and severely deprived. When asked clothing sizes for her family, she responded: 'We never buy new clothes. We buy clothes someone else has worn and from places where they don't put sizes on the clothes.' Ms. C. states she left Texas to 'escape' from two abusive boy friends who were always 'hurting on me.'"

- **New Orleans:** "A 32-year-old black mother has three children between the ages of one and five. She has been unemployed for two years, and is on welfare and food stamps. A high school graduate and New Orleans native, she is separated from her common-law husband. She has been homeless for 14 months, staying in shelters and sometimes with friends. She needs psychiatric evaluation, but has missed appointments. She needs dental and general medical attention, wants a pregnancy test and has a history of Tuberculosis."

- **Norfolk:** "Mrs. P. is a 25-year-old mother with an eight month old daughter. She is employed, but only makes $77 per week. She lived in a Norfolk apartment, but couldn't handle the rent and was evicted. She was on the public housing list for three years. While at the shelter she continued her employment. During this time her name came up on the list and she was placed in public housing."

- **Phoenix:** "Mark and Susan decided to come to Phoenix after Mark lost his job with a moving company in Cleveland, believing that in a growing southwestern city there would be plenty of moving jobs. They loaded their possessions and two children into their 1972 station wagon and started out, but the car broke down. Unable to come up with enough money to repair it, Mark sold the car for $100. The family continued the journey by bus. Once they reached Phoenix, they stayed in a motel while Mark looked for a job. He soon found that without a car it was hard to get around, and that his money was dwindling rapidly. He began to work out of a labor pool for minimum wage. His salary was just covering the family's expenses when Mark came down with the flu. After three days they were unable to keep up with daily living expenses. After being evicted from their motel room, they found refuge in one of the few family shelters in Phoenix. Recently they moved into a transitional housing program where both Mark and Susan enrolled in job training programs."

- **Portland:** "A two-parent family (parents aged 22 and 24) with three children lived in a small lumber town in Southern Oregon until the mill closed. They then moved to Portland where the father worked as a janitor, but lost his job due to drug abuse. They lost their car and housing. The children were neglected. There was possible physical abuse of the wife and children."

- **Saint Paul:** "Ann is 47 years old, and is staying in a shelter with her 19-month-old grandson and her elderly mother. Her grandson has had open heart surgery; her mother is almost blind and has congestive heart disease. They have lived in the shelter for 14 days and are fearful of being asked to leave after 15 days. Ann followed her daughter and son-in-law from Florida. The son-in-law was driving a U-Haul truck with the household furnishings and Ann's and the baby's clothing. Ann was driving her automobile. When they arrived in the metropolitan area Ann lost them in traffic and was unable to locate them again. Ann believes they deliberately drove away from her, abandoning the baby with her. The police won't help her because a crime has not been committed. Her welfare papers are lost in Florida, and Ramsey County won't help her until the lost papers are found or resolved. Ann is trained as a computer operator, but has never worked as one. She has no support system. This is her first stay in a shelter. She would like to remain in Saint Paul, but is living one day at a time."

- **San Antonio:** "The client is a single Hispanic mother of three. She is presently separated from her husband, who was laid off from his job. He was ineligible for unemployment because he had not worked at the job long enough. The family began moving from relative to relative because they could no longer afford their apartment. The husband continued to look for work, but was unable to find a job whose salary would enable a family of five to survive. Finally, he became discouraged and left the state to find work.

  "The wife continued to stay with relatives and began looking for employment herself. She found that the jobs she was qualified for would not allow her to afford child care. Soon after her husband left, she came to the shelter. She is on the waiting list for public housing and receives AFDC and food stamps."

- **San Francisco:** "Unable to afford rent for family housing and facing a two to four year waiting list for subsidized housing, a family that loses its current housing typically lives with relatives or friends until the welcome wears out. The next step is to apply for state-funded emergency housing assistance, which gives AFDC-eligible homeless families $30 per day for up to 28 days and pays last month's rent, security deposit and utilities hookup if they are able to locate affordable housing. (The assistance is available once in a 12-month period.) Families might also go to one of two family shelters that accommodate a combined 100 families."

- **Seattle:** "A family of two parents and two young children recently moved to Seattle from Oregon. They had been living in a motel in downtown Seattle, paying on their own with personal savings and AFDC. They were able to locate permanent housing, but used all their funds to pay the initial housing costs. The husband was unemployed, and they had no money left until they received their next assistance check on the first, when they would also move into the new housing. Our program provided them with temporary shelter until they were able to move into permanent housing, and during which time the husband was also able to continue looking for work."

- **Washington, D.C.:** A single, 37-year-old, unemployed AFDC mother has five children between the ages of 22 and eight, and one grandchild. One child receives SSI due to a disabling condition. The family was evicted for non-payment of rent from public housing. This was due to poor financial management associated with drug abuse. The mother has her G.E.D. and prior employment as a cashier and in office maintenance. The family's needs include a four-bedroom apartment; drug treatment and counseling for the mother; training in household management, money management and parenting; health care for the disabled child and grand- child; training in word processing; and furniture.

The Conditions Faced by Homeless Individuals

The city officials were asked to describe the conditions faced by actual homeless individuals in their city. Below are some of their responses:

- **Alexandria:** "Mr. Jones, a middle-aged man, had been a long-term alcoholic who was chronically homeless. His only source of income had been through obtaining sporadic day jobs. Since entering a local shelter, Mr. Jones has undergone substance abuse treatment and has maintained his sobriety for over 30 days. He continues to attend AA support meetings. Mr. Jones has also obtained steady employment and has saved his earnings to acquire housing."

- **Boston:** "John, age 27 years, has been living on the street for the past year. On particularly cold nights, he stays at one of Boston's adult shelters. John has been hospitalized in state psychiatric institutions, on and off, since he was 19 years old. Until three years ago, John's parents would house him when he was not in the hospital. He also spent nine months in a group home, but he has been inconsistent in taking his prescribed medication, which in turn affects his behavior. John, when on medication, can hold down a job with minimal support and some counseling.

When he does not take it, he becomes easily distracted and agitated in situations where there is a large group of people or a lot of noise. Therefore, a shelter setting has often been an irritant for John. The longer he stays on the street, the more his mental status declines."

- **Charleston:** "A 50-year-old alcoholic worked steadily for years as an electrician until alcoholism interfered with his job and led to his being fired. Upon eviction he came to the shelter, where he's lived off and on for three years. He works off and on, but never seems to earn enough to move into housing. He's a veteran and has been in VA substance abuse treatment twice, but discharge back to the shelter offers little support for sobriety, and he begins drinking again."

- **Charlotte:** "A man, 35-years-old, came to Charlotte from Ohio to seek work. He is at odds with his wife, who puts him out. He discovers he has leukemia while in the Veterans Hospital. Now he is at Duke University Hospital, and unable to work. It is too early for him to receive benefits. He stays at the emergency shelter in between hospital stays."

- **Cleveland:** "Clarence is a 44-year-old black male with chronic undifferentiated schizophrenia. He has been homeless several years since his discharge from Western Reserve Psychiatric Institute, where he was hospitalized for over 10 years. He receives SSI, but his check is mailed to Toledo. He travels by bus back and forth between Cleveland and Toledo. He has severe pedal edema, hypertension and chronic health problems. He is frequently hospitalized for aggressive behavior."

- **Kansas City:** "The client is a 33-year-old who had been a resident of several area shelters prior to being referred to our agency. The client's primary goal was to get temporary work to provide her with money to move to Utah. She was of the Mormon faith, and a very religious person. She also exhibited feelings of paranoia, and was suspicious of other people. All ties with her immediate family had been severed. We referred her to temporary job placements where she earned enough money for her bus ticket to Utah. She remained in shelters during this time."

- **Los Angeles:** "John P. is a 39-year-old homeless Vietnam veteran who became a heroin and cocaine addict after being hooked on morphine while in the service. John is currently living in a landfill area. He has tried repeatedly to get into substance abuse programs, but has either been told that he does not meet program requirements, or he has been put on a waiting list. He is now at the point of giving up hope of ever getting out of this condition."

- **Louisville:** "Richard is a 34-year-old white male. He is diagnosed manic depressive, with a large dose of paranoia thrown in. His symptoms include chronic auditory hallucinations. He is smart, loves to read, and is enormously distrustful of any close relationship. He chooses not to accept any government money or any medication. He served on the board of the Coalition of the Homeless for a year, but couldn't imagine that we valued his presence and quit because he suspected something 'fishy' was going one. He is very likeable, very sick and very vulnerable."

- **Minneapolis:** "Dave is a 36-year-old divorced white male from rural Minnesota who was recently released from Stillwater Prison. He has a high school education and some job skills. Dave has a history of mental health problems which made it difficult for him to keep a job in the past and contributed to his homelessness before he went to prison. His criminal record has made it hard for him to find full-time work now. He is currently working 40 hours a week at a temporary job for minimum wage, but finds he cannot save enough to afford a place of his own."

- **Nashville:** "Mr. S. is a single, 31-year-old male from Laos with no family members in the USA. He is isolated from his culture because the Laotian community is 'afraid' of him and they refuse to help him. We suspect brain damage from a beating he received in the 'camp' prior to his arrival in the U.S. Mr. S. wants to work and have a place to live, but is unable to hold a job for more than a few days at a time, usually due to outbursts of violent behavior. He appears to be very depressed, and experiences brief periods of violence in which he attacks other people. He states he has not eaten for days, but will not accept money or food. He sleeps under a bridge, would not stay in a shelter if they would let him. His violent behavior makes his staying in a shelter unsafe for other residents, so he is banned to the streets. Although his English is excellent he pretends he doesn't understand and refuses any efforts to help him. He has been referred to the Mobile Outreach Team with the Downtown Clinic for the Homeless. He is desperately in need of mental health services, possibly even hospitalization, for the safety of those he encounters. He is also in need of shelter and food, and possibly medication."

- **New Orleans:** "Mr. D. is a 32-year-old with a history of mild mental retardation, poor impulse control, and seizure disorder. He has been homeless for over a year since leaving his last residential placement. He has local family who will not allow him to live at home due to behavioral problems. He has no income because he is unable to comply with Social Security appointments necessary to determine his eligibility for disability. He is at risk due to his cognitive deficits and inability to manipulate the system."

- **Norfolk:** "A.S. is a former Navy wife with three children. She was married for 20 years when the marriage broke up. She has lost contact with family members over the past seven to eight years. She has distrust for shelters and establishment. She receives some income and medical services due to physical problems. Sometimes she rents hotel rooms until her money runs out, then returns to the streets."

- **Phoenix:** "Billy has been homeless for the past six years. Born in Southern Arizona, he was orphaned when he was two years old. He was brought up by a rural family who treated him like a servant and never allowed him to attend school. Billy's illiteracy is compounded by the fact that he speaks little English; Spanish is his native language. He works constantly, visiting local labor pools daily from which he is sent out to do minimum wage jobs. Because of his illiteracy and language problems, a full-time permanent job is beyond his reach. Yet with his daily earnings he is unable to afford any kind of long-term housing. Up until six years ago, Billy lived in one of the city's last remaining SRO

hotels. When the hotel was demolished he found himself alternating between shelters and the street. For Billy, without housing that he can afford, long-term homelessness is the prognosis for the future."

- **Portland:** "An unemployed Hispanic male, age 27, has worked on and off in seasonal labor. Alcoholism prevents full-time employment and self-sufficiency. Health problems compound the situation. He has lived in an 'emergency shelter' for eight months."

- **Saint Paul:** "Joan is white, divorced, 41 and a lifelong Saint Paul resident. She has one adult daughter with whom she has little or no contact. Her father is deceased and her mother is in a nursing home. She has no close friends. Joan completed high school and a year of business school. When she lost her receptionist job, she lost her apartment and could not find affordable housing on what she received from General Assistance. She has been at the YWCA and is participating in some programs. Joan is not chemically dependent, but has epilepsy for which she takes anti-convulsive medication. She suffers from depression and is currently seeing a psychiatrist. Joan says her greatest need is for affordable housing."

- **San Antonio:** "The client is a single, caucasian male who is deaf. He qualifies for SSI disability, but prefers to work. His belongings, money and two hearing aids were stolen. He had worked, but was unable to for a period of time because of the loss of his hearing aids. He lost his job and his apartment and became homeless. Upon entering the shelter his case was assigned to a City social service counselor who assisted him in obtaining new hearing aids, securing employment, finding an apartment and re-enrolling in college. He is expected to complete his associates degree next spring."

- **San Francisco:** "An unemployed single adult, who receives $341 in General Assistance each month, cannot afford a central city SRO hotel room, which averages $338 per month. It is common for a single adult to rent a hotel room for one week (GA checks are issued biweekly), then go to a shelter, use the City's 'hotline' program which issues vouchers for hotel rooms for three to seven days or stay in parks or doorways. Under a new program started last year, that same person could enroll in the Modified Payment Program administered by a community agency, which negotiates rent discounts with landlords (typically $250 per month) in exchange for guaranteed rent payments. About 400 people are enrolled in the program."

- **Santa Monica:** "Sara, 36, became homeless over a year ago when she suffered a psychiatric break and became unable to maintain her living situation (shared housing with relatives). Her infant daughter was placed in foster care and, confused and frightened by the symptoms of her mental illness, Sara ended up on the streets of Santa Monica. There she heard about the Daybreak day center for women, and became a regular client. Over a period of several months, Sara became increasingly comfortable with center staff, and felt ready to enter the Daybreak shelter program shortly after it opened.

  "The first few weeks at the shelter were extremely difficult for Sara; with her basic survival needs taken care of, she now faced the task of

confronting the realities of her situation. She agreed to visit the local mental health clinic, where she was diagnosed with bipolar disorder and was prescribed medication. Still, the changes that she had experienced in the past few months caused her to remain deeply depressed and isolated, and staff eventually determined that Sara was experiencing some suicidal ideation. For several weeks staff worked very closely with her, providing continuous monitoring and support to assist her during this period of extreme crisis.

"Gradually, Sara began to feel stronger and more able to focus on realistic options to help stabilize her situation. Her advocate assisted her in developing and following through with a plan of action, including weekly sessions with a therapist, medication management, and assistance in sorting out the complex issues surrounding the custody of her daughter. Sara also agreed to apply for disability benefits, and staff took her step by step through the application process. In her third month at the shelter, she faced a major medical problem; we helped her obtain the appropriate treatment and supported her during the month-long recovery process.

"Over the next few months, we watched Sara grow more confident and interactive. She began to form relationships with others, and her personal care habits improved drastically. She entered a vocational program at a local day center, and began to participate in some of the center's self-help programs. Her custody issues were stabilized somewhat when her daughter was given to close relatives with whom Sara had reestablished contact, and she was able to begin regular visits.

"In her fourth month at the shelter, Sara's SSI application was approved, and the following month she felt physically and emotionally stabilized enough to consider independent housing. After exploring various options with staff, she decided to move in with a roommate. She continues to receive outpatient psychiatric treatment, has progressed rapidly in her vocational program. Shelter staff will provide follow-up services to Sara as she makes the transition to independent living."

- **Seattle:** "A single woman on public assistance had stayed previously at all the other shelters for single women and was unable to stay a second time. She was also suffering some emotional problems due to her crisis situation. She stayed for one week until the arrival of her next public assistance check and also her acceptance into a counseling program."

The Causes of Homelessness

A number of diverse and complex factors have contributed to the problems of homelessness in cities. Many of those causes are interrelated. Those most frequently identified by the cities, in response to an open-ended question, are the lack of affordable housing and other housing problems, unemployment and other employment-related problems, lack of income, substance abuse and the lack of needed services, inadequate benefit levels in public assistance programs, mental illness and the lack of services needed by mentally ill persons and family problems.

The Lack of Affordable Housing -- Every survey city identified the lack of affordable housing as a main cause of homelessness. Specifically mentioning evictions were Alexandria, New York City and Norfolk. Federal housing cuts were cited by Boston, Minneapolis and Philadelphia.

Unemployment and Other Employment-Related Problems -- Seventy percent of the survey cities identified unemployment and other employment-related programs, such as underemployment, low wages, and lack of needed skills, as a main cause of homelessness. These cities are Charlotte, Denver, Kansas City, Los Angeles, Louisville, Minneapolis, Nashville, New Orleans, Norfolk, Philadelphia, Phoenix, Portland, Saint Paul, San Antonio, San Diego, San Francisco, Santa Monica, Seattle, and Washington, D.C.

Mental Health Problems and the Lack of Mental Health Services -- Fifty-two percent of the survey cities cited mental health problems and the lack of mental health services as a main cause of homelessness. These cities are Boston, Charlotte, Chicago, Denver, Nashville, New Orleans, New York City, Norfolk, Phoenix, Portland, San Francisco, Santa Monica, Seattle and Trenton.

Substance Abuse and the Lack of Substance Abuse Services -- Fifty-two percent of the survey cities also cited substance abuse as a main cause of homelessness. These cities are Alexandria, Charlotte, Cleveland, Denver, Kansas City, Nashville, New York City, Portland, San Diego, San Francisco, Santa Monica, Seattle, Trenton and Washington, D.C.

Poverty or the Lack of Income -- Forty-eight percent of the survey cities cited poverty or the lack of income as a main cause of homelessness: Alexandria, Chicago, Cleveland, Los Angeles, Louisville, Minneapolis, Nashville, Phoenix, Saint Paul, San Antonio, San Francisco, Santa Monica and Trenton.

Inadequate Benefit Levels in Public Assistance Programs -- Nine cities cited inadequate benefit levels as a main cause of homelessness. They are Alexandria, Chicago, Kansas City, Los Angeles, New Orleans, Philadelphia, Saint Paul, San Diego and Seattle. Boston cited cuts in state human service programs; Charleston identified the length of time it takes to obtain benefits.

Family Problems -- Seven cities cited a variety of family problems, including domestic violence, as a main cause of homelessness. These cities are Chicago, Kansas City, Norfolk, Portland, Saint Paul, Seattle and Trenton.

SERVICES FOR HOMELESS PEOPLE

Emergency Shelter Beds

Across the survey cities, the number of emergency shelter beds for homeless people increased by an average of 13 percent. (This figure does not include Alexandria's 884 percent increase because it is more than 10 times greater than the percent of change reported by the city with the next greatest increase and would increase the average to 49 percent.) The number of shelter beds increased in 17 (63 percent) of the cities -- Alexandria, Boston,

Charleston, Charlotte, Chicago, Cleveland, Denver, Los Angeles, Louisville, New York City, Phoenix, Providence, San Antonio, San Diego, San Francisco, Santa Monica and Washington D.C.

The rate of increase ranged from 884 percent in Alexandria, 75 percent in Charlotte and 50 percent in Charleston and Louisville to 10 percent or less in Boston, Denver, Los Angeles, New York City, Phoenix, San Antonio, San Francisco and Santa Monica. Alexandria officials explained that their city's significant increase in available shelter beds is due to the opening of two new shelters with a total of 215 beds during the last year. Six cities — Kansas City, Philadelphia, Portland, Saint Paul, Seattle and Trenton — reported a decrease in the number of shelter beds; four reported that the number remained the same.

The overall number of emergency shelter beds specifically for homeless families in the survey cities decreased by two percent during the last year. Increases in 10 cities were offset by significant decreases in five. (Again, Alexandria's increase of 224 percent was not included in the calculation because it is nearly 10 times more than that of any other city.) Reporting an increase were Alexandria, Boston, Chicago, Los Angeles, Louisville, New York City, Phoenix, Portland, San Antonio and Washington, D.C. Decreases were reported by Kansas City, Philadelphia, Saint Paul, San Francisco and Trenton. The number of shelter beds specifically for homeless families remained the same in 12 cities.

Transitional Housing Units

The number of transitional housing units increased by an average of 25 percent in the survey cities last year. Fifteen cities reported an increase: Alexandria, Boston, Chicago, Cleveland, Denver, Los Angeles, Louisville, Minneapolis, Nashville, New York City, Philadelphia, Phoenix, Portland, San Francisco and Seattle. The rate of increase ranged from 300 percent in Seattle (since 1987 and not included in the calculation), 113 percent in Alexandria, 95 percent in Louisville and 50 percent in Denver and Portland to 10 percent or less in Boston, Cleveland, Los Angeles, Minneapolis, Nashville and New York City. New Orleans reported a decrease in the number of transitional housing units. Nine cities reported that the number remained the same.

The number of transitional housing units specifically for homeless families increased by an average of 26 percent in the survey cities. The 14 cities reporting an increase are Alexandria, Boston, Chicago, Cleveland, Denver, Los Angeles, Louisville, Minneapolis, Nashville, New York City, Phoenix, Portland, San Francisco and Seattle. The rate of increase ranged from 113 percent in Alexandria, 100 percent in Seattle, 95 percent in Louisville and 50 percent in Denver and Phoenix to 10 percent or less in Boston, Cleveland, Los Angeles, Minneapolis, Nashville and New York City. New Orleans reported a decrease in the number of transitional housing units for homeless families; 10 cities said the number remained the same.

Facilities Specifically for Homeless Families

Twenty-four (89 percent) of the survey cities reported that they have facilities which provide emergency shelter solely to homeless families with children. These cities are Boston, Charleston, Charlotte, Chicago, Denver, Kansas City, Los Angeles, Louisville, Minneapolis, Nashville, New Orleans, New York City Norfolk, Philadelphia, Phoenix, Portland, Providence, Saint Paul, San Antonio, San Diego, San Francisco, Seattle, Trenton and Washington, D.C. Eighty-eight percent of the survey cities reported that they have transitional housing facilities specifically for homeless families with children. These cities are Alexandria, Boston, Charlotte, Chicago, Cleveland, Denver, Kansas City, Los Angeles, Louisville, Minneapolis, Nashville, New Orleans, New York City, Philadelphia, Phoenix, Portland, Saint Paul, San Antonio, San Diego, San Francisco, Seattle, Trenton and Washington, D.C.

Family Breakup — A Requisite for Shelter

In 62 percent (16) of the survey cities homeless families may have to break up in order to be accommodated in emergency shelters; 10 cities reported that families do not have to break up. The cities in which families may have to break up to be sheltered are Boston, Charlotte, Chicago, Cleveland, Kansas City, Los Angeles, Louisville, Nashville, New Orleans, Norfolk, Phoenix, Portland, Providence, San Antonio, San Diego and Seattle. Among the city officials' explanations for families not being able to be sheltered together:

- **Boston:** "Two-parent families or those with older male children may have to break up to obtain shelter because many family shelters cannot accept males over the age of 12."

- **Chicago:** "Most transitional shelters do not accept males over the age of 14 (children or spouses). Often male family members are placed in overnight shelters, while female members stay in transitional facilities. When this is not feasible, or acceptable to the family, placement is usually arranged at a hotel."

- **Cleveland:** "Adolescent males over 12 must be separated from their mothers. Several shelters will not permit teen-age girls to stay with their mothers also."

- **Kansas City:** "Families may sometimes have to break up in order to be accommodated because one shelter will accept only women and children. Thus, when two-parent families go to this shelter the father may have to go to the men's shelter."

- **Los Angeles:** "Often times they do because many 'family' shelters do not admit fathers, and there are some that won't take males over the age of 10. Men find shelter in 'men only' facilities."

- **Nashville:** "Families usually must break up by sex and age. After age 12, the boys must stay with the men and the girls stay with the women. This is especially true of the large shelters. It is also true in some of the small family shelters, although not as common."

- **New Orleans:** "Intact families must be split up in most cases. Other problem areas are men with female children and women with boys over 12 years ....Most family shelters cannot accommodate boys over the age of 12."

- **Norfolk:** "Some shelters keep the family together as a unit. Others allow family members of the same sex to stay together. If there is a mother and son and the son is over a certain age (seven in some cases, 12 in others), he's not allowed to share a room with his mother and must stay in an all-male ward in the same facility."

- **Phoenix:** "Some shelters are not designed for families, but are willing to accept them if they do not mind being separated. Most do not wish to be broken apart, but will if this is all that is available."

- **Saint Paul:** "Immediate three to six day shelter for a family is available in a motel if they are unwilling to separate and stay in a shelter."

- **San Antonio:** "There are a limited number of family unit rooms. Once these are filled, families are placed in dormitory areas."

- **Seattle:** "Sometimes. Although we have shelter available for two-parent families, these beds are always full."

Limitations on the Use of Shelter Facilities/
Alternatives During the Day

Thirteen cities also reported that homeless families may have to leave shelters in which they are staying during the day. Fourteen said they did not. Those cities in which families may have to leave shelters during the day are Alexandria, Cleveland, Denver, Kansas City, Los Angeles, Nashville, New Orleans, Norfolk, Portland, San Diego, Santa Monica, Seattle and Trenton. Among the cities' comments on the necessity of leaving shelters and where homeless people go during the day:

- **Alexandria:** "Families which have a particular need to remain in the shelter during the day are allowed to do so. Otherwise, families are encouraged to be out during the day in order to maintain employment, seek employment, attend GED preparation classes or attend job training classes. Existing day care resources are utilized. In addition, the City is opening a drop-in child care center specifically targeted to homeless children between the ages of two and one-half and five."

- **Cleveland:** They leave the shelter "to look for housing, register the children in school, notify the Welfare Department, look for a job, visit the doctor or find another shelter."

- **Denver:** "Families usually travel to other homeless service provider agencies for auxiliary services. This may include family counseling, daily meals, clothes, health care, etc. Almost one-half of all two-parent families have at least one main wage earner. However, depressed wages perpetuate a delay in achieving solvency. Some families live in their cars or wander around the downtown Denver area."

- **Kansas City:** "Clients may look for work, go for medical appointments, sign up for public assistance, etc., while children are in day care (those persons receiving day care service through the city's project). Families may also go to a hospitality center provided by a local shelter. One of the six shelters requires that families leave during the day."

- **Los Angeles:** "Most shelters are closed to the homeless during the day. It varies greatly as to where they go. Many simply sit right outside the doors of the shelter. Many go to local parks and libraries. Many look for work or assistance from the County."

- **New Orleans:** "If a family is fortunate enough to get into Care Center (which has a capacity of 20 families), they do not have to leave during the day except to search for jobs, etc. However, if clients have spent the night at temporary shelters, they do have to leave at 6:30 or 7:00 AM, and often walk the streets all day or check with agencies for referrals.

- **Norfolk:** "Some shelters require persons to leave during the day. When shelters require persons to leave, some frequent libraries or bus stations; it is unknown where others go. In some of the homeless family shelters, adults must seek or maintain employment."

- **Phoenix:** "Daytime hours are spent in activities directed by a case-managed plan. This may mean looking for employment, an entitlement, permanent housing, or other needed social services."

- **Portland:** "Our church shelters are not open during the day. We have opened one day shelter serving 30 families at a time. Other families are on the street or at a downtown drop-in center. They also ride public transit or go to public facilities such as libraries."

- **San Diego:** "Shelter rules vary. Many are closed during the day, leaving the clients to look for employment, services, and assistance programs, loiter in public places and/or seek food."

The Unmet Need for Emergency Shelter

On average, 22 percent of the requests by homeless people for emergency shelter went unmet across the survey cities. Estimates of unmet requests range from 10 percent or less in Chicago, Denver and New Orleans to 35 percent or more in Phoenix, San Antonio, Santa Monica and Seattle. Five cities -- Boston, Minneapolis, New York City, Philadelphia and Washington, D.C. -- report that no requests for emergency shelter went unmet.

For homeless families specifically, an average of 24 percent of the requests for emergency shelter wert unmet across the survey cities. Ten percent or less went unmet in Chicago and Denver. Thirty percent or more went unmet in Charlotte, Louisville, Phoenix, Portland, San Antonio, Santa Monica and Seattle. Six cities -- Boston, Charleston, Minneapolis, New York City, Philadelphia and Washington, D.C. -- reported that no requests for emergency shelter went unmet.

People Turned Away From Shelters

In more than three out of four (78 percent) of the survey cities emergency shelters must turn away homeless families because of lack of resources. The cities in which shelters do not have to turn away homeless families are Boston, Kansas City, Minneapolis, New York City, Philadelphia and Washington, D.C. Among the comments from the city officials:

- **Alexandria:** "Families are denied access to one of the four year-round shelters when there is no available space. When no space is available, a social worker attempts to secure funds to place the family temporarily in the YMCA."

- **Boston:** "The Massachusetts Department of Public Welfare provides emergency shelter to homeless families. When the demand exceeds the availability of emergency shelter beds, families are placed in hotels or motels. When this resource is exhausted, the City of Boston provides emergency shelter at the Long Island Shelter."

- **Chicago:** "There are still more homeless than shelter beds available. Homeless families who cannot be accommodated in shelters are usually placed in a hotel until either shelter space or other temporary housing can be arranged."

- **Cleveland:** "The County Department of Human Services will house a family in a hotel if the temperature is below 32 degrees. Otherwise, the family goes without."

- **Denver:** "Families turned away by shelter facilities are usually referred to other homeless service providers for immediate assistance. Moreover, many of these cases are directly referred to the Homeless Unit of the Denver Department of Social Services, where they are often placed temporarily (three to four nights) at local hotels. A pre-arrangement with specified hotels allows for lodging vouchers to be used in these circumstances."

- **Kansas City:** "Shelters for homeless families have emergency plans through which they go into overflow status under certain conditions, usually when the weather is extremely cold or hot. The problem is that we now have 15 to 16 months of temporary overflow."

- **Los Angeles:** "Up to 1,800 people are turned away each day. Shelters average nearly a 100 percent occupancy rate. In addition, due to the lack of operating funds, many shelters have been forced to cut back their programs. The Shelter Partnership report notes that two typical shelters had to cut child care services due to the lack of funding. This greatly restricts the family's options."

- **Louisville:** "We continue to have to turn away two families for every one housed in emergency shelters. The demand continues to exceed growth of facilities. Most families turned away 'double up' with friends or relatives. We don't knowingly send a family 'into the streets.' If necessary, and on a limited basis, we pay for a motel room on a very temporary basis."

- **Minneapolis:** "A homeless person may be referred to another facility if one is full."

- **Nashville:** "Shelters usually are not able to accommodate uncontrolled mental illness, drunkenness, or other special needs, such as third shift employment. There are a few resources for these people through a detox center, one small shelter for those persons who are chronically mentally ill, a shelter for employed, single men and a FEMA/motel shelter program. When these facilities are not available, homeless families and individuals stay on the street or with family or friends."

- **New Orleans:** "Private non-profits and churches try to absorb the cost of sheltering them elsewhere, for example at the YMCA. Churches may give them enough funds to take them to the next town where they are in the same situation, or they are forced to remain on the streets."

- **New York City:** "New York City's policy is to provide emergency shelter assistance to everyone who requests same."

- **Norfolk:** "The largest unmet need is still among battered women, pregnant women and families."

- **Philadelphia:** "The City is responsible for providing shelter to those who need it, and increases or reduces the supply of beds based on requests from eligible persons."

- **Phoenix:** "They remain on the street, sleep in their cars, camp on the river bottom, or find other parks where they may reside."

- **Portland:** "Most recent studies indicate 220 families are turned away each month because facilities are full or the family has already received assistance in the preceding 12 months."

- **Providence:** "Rejections are usually due to lack of space, or due to previous problems with an individual."

- **Saint Paul:** "Those families that are turned away are housed in hotels for as long as a week, and then placed in shelters or apartments."

- **San Antonio:** "The increase in the number of homeless families is creating a strain on limited shelter space. Eighty percent of the available shelter bed spaces are for target populations. In order to accommodate both singles and families, it is at times necessary to turn away families. The City of San Antonio has established a Shelter Coordination Center in order to identify available bed spaces. Families are referred accordingly. However, when space is not available, the city has utilized FEMA funds to temporarily place families in hotels until space becomes available."

- **San Diego:** They "seek refuge in streets, parks, freeway rest areas, benches, campgrounds and private property."

- **San Francisco:** "Every effort is first made to qualify families for state emergency housing assistance. Approximately once per week, families

seeking shelter are turned away for lack of capacity. Families most likely stay with friends or relatives until they can get into the shelter or get other assistance."

- **Santa Monica:** "There are no family shelters operating on an ongoing basis. Local religious missions accept homeless families."

- **Washington, D.C.:** "D.C. Law 5-146, the 'DC Right to Overnight Shelter Act' established the right to shelter of anyone who becomes homeless in the District of Columbia and has no means of obtaining a possessory interest in a dwelling. All who request shelter are provided such."

In 59 percent (16) of the survey cities, emergency shelters must turn away other homeless people because of lack of resources. Several of the cities attempt to provide other accommodations if shelter space is not available. Those cities in which shelters do not have to turn away other homeless people are Boston, Charleston, Denver, Kansas City, Louisville, Minneapolis, New York City, Philadelphia, Portland, Saint Paul and Washington, D.C. Among the comments from the city officials:

- **Alexandria:** "Single persons are denied access to a shelter due to lack of space. One shelter, however, has opened an overnight hypothermia unit during the winter months."

- **Boston:** "During the winter months, when demand for emergency shelter is at its highest, several overflow shelters are put into operation to meet the increased demand."

- **Chicago:** "There are still more homeless than shelter beds available. Homeless people who cannot be accommodated in shelters are usually placed in a hotel, YMCA, or intermediate care facility, if necessary, until either shelter space or other temporary housing can be arranged."

- **Cleveland:** "During the spring, summer and fall, single homeless people sleep in cars, abandoned buildings and parking garages. During the winter the private sector (Cleveland Health Care for the Homeless) operates an emergency shelter in a church basement."

- **Denver:** "Lodging vouchers are used to shelter individuals who lack appropriate resources, require respite care, or when shelter operations are at capacity."

- **Kansas City:** "One major group that faces problems are youth from 15 to 18 years. Shelters are afraid of liability and do not want to accept unaccompanied youth in this age category. The youth become targets for drug pushers and pimps."

- **Nashville:** "When there is insufficient or inadequate staff coverage in shelters for people with special problems, such as mental illness, the shelter is forced to turn away other homeless people. Most of the small family shelters are staffed by volunteers who lack experience and expertise in handling these problems. In addition, sometimes these problems pose a threat to other residents. In addition, some persons 'prefer the street or their car to the shelter environment' with the

restrictions that are imposed upon their behavior, such as the break up of families by sex or age."

- **New Orleans:** "There is only one free shelter which can accommodate 76 men. It allows seven free nights per year plus one free night per month. FEMA funds, as well as private funds, are used to purchase vouchers to provide nights of shelter. Homeless people who are not accommodated in shelters are forced to stay on the street. They may sleep under railroad overpasses or in doorways of buildings."

- **Norfolk:** "Some persons turned away may be accommodated by another shelter provider. Some will continue to live in cars, others may be housed for a night in a motel by an agency."

- **Portland:** "There are sufficient bed spaces for singles. If the weather turns very cold, overflow space is available, even though it may be an SRO lobby with 'sitting-up' space only."

- **San Diego:** They "seek refuge in streets, parks, freeway rest areas, benches, campgrounds and private property."

- **San Francisco:** "The number of turnaways fluctuates during the month, with the fewest occurring just after assistance checks are issued. When people do not get a hotel room through the 'hotline' program, or cannot get into a shelter, they either find friends to stay with or spend the night outdoors and try again the next day."

- **Santa Monica:** "They sleep under bushes, in abandoned cars, alleys, parks, etc."

- **Seattle:** "Those who cannot be served often sleep on the streets. Youths may double up or prostitute themselves in order to secure a place."

Homeless People in Particular Need of Assistance

Officials in the survey cities were asked to identify in order of need three specific groups of homeless people for whom emergency shelter and other needed services are particularly lacking in their city, as well as the services most needed by each of these groups. Seventy-eight percent (21) of the responding cities identified **families with children** as a group in need of services. Of these, eight cities -- Charlotte, Chicago, Cleveland, New Orleans, Phoenix, Portland, Providence, and Saint Paul -- identified families with children as the group most in need of services. Another five cities reported that families were the group second most in need of services; seven more cities ranked families as the third group for whom services are particularly lacking. One city ranked families with children fourth.

Severely mentally ill persons were ranked next, by 59 percent (16) of the survey cities as a group for whom emergency shelter and other needed services are particularly lacking. Six cities -- Alexandria, Boston, Denver, Louisville, Minneapolis and Nashville -- ranked them first. Another eight cities ranked them second; two more ranked them third.

Substance abusers were ranked next as the group for whom emergency shelter and other needed services are particularly lacking, by a total of 14 cities (52 percent). Two cities -- Charleston and Norfolk -- ranked them first. Five ranked them second; seven ranked them third.

Unaccompanied youth were ranked next as the group for whom emergency shelter and other needed services are particularly lacking, by a total of 10 cities. Four cities -- Kansas City, San Antonio, San Francisco and Trenton-- ranked them first. Four more ranked them second; two ranked them third.

Other groups of the homeless population were also ranked among those most in need of services:

- Five cities listed **single adults** as a group for which shelter and other needed services are particularly lacking. Ranking men first as a group were Philadelphia, San Diego and Trenton. San Diego and Trenton also ranked women first.

- **Victims of domestic violence** were specifically cited by Portland and Seattle.

- **Physically disabled persons** were cited by Los Angeles and Santa Monica.

Services Most Needed

City officials identified a wide range of services needed by the various groups of homeless people:

Families with Children

Affordable, permanent housing was the service most frequently identified as needed by homeless families. The 13 cities identifying this need are Alexandria, Boston, Charlotte, Charleston, Chicago, Kansas City, Minneapolis, New Orleans, Saint Paul, San Antonio, San Diego, San Francisco and Seattle. Six cities listed **transitional housing**: Chicago, Kansas City, Nashville, New Orleans, Portland and San Diego. **Emergency shelter** was cited by Nashville, New Orleans, Phoenix, Portland, Saint Paul and San Diego.

Child Care was identified as a service needed by homeless families in eight cities: Charlotte, Chicago, Cleveland, New Orleans, Louisville, Norfolk, Philadelphia and San Diego.

Seven cities cited **supportive services and counseling** as a service needed by homeless families: Charlotte, Chicago, Cleveland, Philadelphia, Saint Paul, San Diego and Seattle. Six cities also identified **job training and counseling**: Charlotte, Chicago, New Orleans, Norfolk, Philadelphia and San Diego.

Other services identified by the survey cities as needed by homeless families are **educational opportunities**, by Philadelphia, Phoenix and Providence; substance abuse treatment, by Cleveland and Philadelphia; **income**, by Cleveland and Kansas City; and **recreation**, by Cleveland and Norfolk.

Severely Mentally Ill Persons

Housing that would meet the special needs of severely mentally ill persons was most frequently cited by the survey cities as an unmet need for this population. It was cited by 11 cities: Alexandria, Boston, Charlotte, Cleveland, Louisville, Nashville, New Orleans, Philadelphia, Phoenix, Saint Paul and Trenton. **Emergency Shelter** was cited by five cities — Alexandria, Louisville, Minneapolis, Nashville and New Orleans — as a service needed by severely mentally ill people. Four cities — Boston, Charlotte, New Orleans and Phoenix — identified **community residences or group homes** as a service needed by this population.

Treatment was identified as a needed service by Boston, Cleveland, New Orleans, Philadelphia, Santa Monica and Trenton. **Supportive services** were listed by Denver, New Orleans, Philadelphia, Phoenix, Saint Paul and San Antonio. **Case management** was cited by Louisville, Nashville, New Orleans, Philadelphia, Phoenix and Saint Paul.

FUNDING AND ADMINISTRATION OF HOMELESS ASSISTANCE PROGRAMS

City Government Funds

During the last year every survey city used city government funds (either locally generated revenues or federal or state grants) to support local shelters or other services specifically for homeless people. The funds come from a variety of sources:

- Eighty-five percent (23) of the survey cities used **locally generated revenues.** These cities and the amount expended during the last year include:

Alexandria	$ 3,000,000
Boston	7,396,439
Charlotte	751,000
Chicago	4,851,062
Louisville	125,000
Minneapolis	11,000,000
New York City	577,400,000
Philadelphia	33,116,750
Phoenix	2,225,600
Portland	118,000
Providence	400,000
San Francisco	9,878,857
Santa Monica	824,737
Seattle	1,351,189
Washington, D.C.	17,077,000

- Fifteen survey cities (56 percent) used **state grants.** These cities and the amount expended during the last year include:

Alexandria	$ 22,203
Boston	1,800,000

Charlotte	55,000
Chicago	2,114,182
Cleveland	1,200,000
Denver	349,000
Kansas City	129,537
New York City	1,200,000
Philadelphia	6,114,000
Phoenix	260,000
Portland	532,600
San Francisco	2,822,713

- All of the survey cities used **federal grants** during the last year to provide shelter and other services specifically for homeless people:

  - All 27 cities used funds available through the **Stewart B. McKinney Homeless Assistance Act.** These cities and the amount of McKinney funds they used during the last year include:

Alexandria	$ 862,534
Boston	2,347,463
Charlotte	172,000
Chicago	2,001,298
Cleveland	1,600,000
Denver	598,891
Kansas City	140,000
Louisville	3,488,577
Nashville	78,000
New Orleans	1,573,500
New York City	8,600,000
Norfolk	150,215
Philadelphia	2,618,000
Phoenix	537,700
Portland	413,953
Providence	160,000
Saint Paul	119,920
San Antonio	895,000
San Francisco	2,525,938
Santa Monica	204,287
Seattle	471,000
Trenton	239,173

  - Sixteen cities (59 percent) used **Community Development Block Grant** funds. These cities and the amount of CDBG funds they used during the last year include:

Alexandria	$ 370,260
Boston	145,139
Chicago	397,000
Cleveland	74,500
Denver	151,000
Louisville	200,000
New York City	15,000,000
Philadelphia	400,000
Phoenix	424,200

Portland	323,517
Providence	35,953
San Francisco	452,627
Seattle	1,312,118

* Eleven cities (41 percent) used **Community Services Block Grant** funds. These cities and the amount of CSBG funds they used during the last year include:

Alexandria	$ 27,229
Chicago	169,754
Cleveland	117,000
Norfolk	56,217
Philadelphia	200,000
Phoenix	98,100
Portland	534,430
Santa Monica	70,000

Other funding sources used during the last year by the survey cities include the Job Training Partnership Act, by Cleveland and New York City; VISTA, by New York City; National Institute on Alcohol Abuse and Alcoholism, by Philadelphia; AFDC emergency assistance, by Washington, D.C.; the Community Services Demonstration Partnership Program, by Alexandria; county government by Portland and Trenton; local private sources by Kansas City and San Francisco.

The Impact of the Stewart B. McKinney Act

Officials in all of the survey cities reported that the Stewart B. McKinney Homeless Assistance Act has helped local agencies to be more responsive to the needs of homeless people. Among their comments on the impact of the McKinney Act:

- **Boston:** "As a result of the McKinney Act, programs in the City of Boston have been able to add several hundred shelter beds as well as renovate buildings for transitional housing programs. Family shelters have been able to add child care programs so that parents seeking permanent housing can do so."

- **Charlotte:** "McKinney funds have been used to provide job search assistance. The program has been very successful."

- **Chicago:** "The emergency shelter grants program helps shelter providers keep their facilities safe and sanitary, which improves the quality of life for their residents."

- **Denver:** "Various local homeless service provider agencies were able to provide more families and individuals with food, shelter and related essential services, which allows for their transition out of homelessness."

- **Kansas City:** "The McKinney Act has been valuable in providing funds to improve emergency shelter facilities physically. It has also been significant in the development of health care programs for the homeless.

In Kansas City, however, most would agree that one of the most useful services to come through McKinney Act funding, has been the provision of day care for homeless children."

- **Los Angeles:** "The emergency shelter grant program has been very helpful since it is competitive only on a local level. Transitional housing funds, however, are scarce because the city's smaller agencies cannot compete on a national level."

- **Louisville:** "The Stewart B. McKinney Act has been the catalyst that has enabled city government and the non-profit service providers to leverage our local resources so that we can begin to address the complex issues of homelessness in more comprehensive ways."

- **Nashville:** "It has provided a real 'shot in the arm,' especially to small, church-related agencies and organizations needing rehabilitation and service funds, and to the Downtown Clinic, so that it could launch a day service center and mobile outreach project."

- **Phoenix:** "While considerable local funds have been used to address this problem, the federal monies have allowed for expansion of both facilities and programs."

- **Providence:** "The City of Providence is working with the Travelers Aid Society of Rhode Island to develop a comprehensive, 24-hour multipurpose center for the homeless. When completed, this will provide education/literacy programs, medical services, social programs, job training, and a community room where refreshments will be served."

- **Saint Paul:** "The Stewart B. McKinney Act has caused the city, county, United Way and service providers to work closely together to be aware of and attempt to meet the needs of the homeless. Three of our shelters have been renovated in the past year."

- **Seattle:** "From 1987 through September 30, 1989, over 30 agencies have been awarded a total of $17,086,002 in McKinney Act funding to provide a continuum of services to homeless people, including health care, emergency shelter and transitional housing."

Proposed Changes in the McKinney Homeless Assistance Act

Officials in the survey cities identified a variety of administrative and programmatic changes that could improve the ability of the McKinney Act to meet local needs and allow them to undertake new initiatives:

- Eight cities -- Boston, Louisville, Philadelphia, Phoenix, Portland, Providence, Saint Paul and San Francisco -- called for **more flexibility** in the use of the funds. Alexandria, New York City and Saint Paul suggested a **block grant** approach. Boston, Louisville and Seattle said the **deadlines** are too tight.

- Seven cities -- Boston, Los Angeles, New Orleans, Philadelphia, Seattle, Trenton and Washington, D.C. -- said **more funds** should be available.

Boston and Los Angeles called for a **more stable funding level** from year to year. Cleveland, Kansas City, Louisville, New Orleans, and Seattle suggested **lowering or elimination of the matching requirement.**

- Chicago, Philadelphia, San Antonio and San Diego said **city governments should play a central role** in the local administration of the funds. Kansas City and Santa Monica said funds should be available for **administration.**

- Ten cities identified the need to be able to **use emergency shelter grant funds for management and supportive services:** Chicago, Denver, Cleveland, Los Angeles, Louisville, Nashville, Philadelphia, Saint Paul, San Diego and Seattle. Boston, San Diego and Seattle suggested that funds should be able to be used for **new construction.** Charleston, Denver, Cleveland, New Orleans, Portland and San Francisco called for use of the funds for **permanent housing.**

- Five cities -- Charlotte, Cleveland, Nashville, Philadelphia and Washington, D.C. -- advocated use of the funds for **homeless prevention** activities. Charlotte, Los Angeles and New Orleans identified the need for funds to provide **child care** to homeless families. Other types of services called for by the survey cities include **more training programs,** by Charlotte and Los Angeles; **HIV Positive facilities,** by Denver and Trenton; **substance abuse projects,** by Denver, New Orleans and Philadelphia; **moving and storage services,** by Kansas City and Saint Paul, **respite care,** by New Orleans and Phoenix; and **day centers,** by San Diego and Santa Monica.

Health Care for the Homeless Programs

Officials in more than three-fourths of the survey cities reported that agencies in their city had received McKinney funds to provide health care to homeless persons. The city officials discussed the services that would be curtailed if these funds were reduced or eliminated, the expected increase in the use of hospital emergency rooms by homeless people, and the negative health consequences such cuts would have on homeless people. Among their comments:

- **Boston:** "A reduction or elimination of these funds would have severe repercussions for homeless families and individuals. For families, it would eliminate on-site services in the hotels and motels, some of which are in locations outside of the city. In general, homeless people would lose direct access to quality health care. We would estimate that a majority of homeless people would get only minimal services if this program were eliminated."

- **Charleston:** "Outreach workers from the Mental Health Center and the Substance Abuse Commission work in the shelters aiding many homeless individuals in rehabilitation. Loss of those positions would ultimately reduce numbers of rehabilitated individuals."

- **Chicago:** "Funding reduction or elimination would severely limit health

care services to a portion of the population in the greatest need, and for whom these services would not otherwise be available."

- **Cleveland:** "Medical teams treat over 8,000 persons annually. Without this program, homeless people would be using emergency rooms (expensive) or neglecting their health altogether. This is one of the most successful programs in the city."

- **Denver:** "The reduction or elimination of health care programs will severely impact the capability of homeless individuals and families to maintain adequate lifestyles in terms of their medical and dental conditions. Healthy lifestyles are an essential feature of an individual's economic solvency."

- **Kansas City:** "Community health services sites would be reduced or eliminated. Staff and follow-up services would be curtailed. Specialized services, e.g. medications, dental care, and podiatry, would be eliminated for the homeless in Kansas City. The health status of the entire community would be threatened as well because of over-burdening of emergency rooms."

- **Los Angeles:** "Nearly 12,500 homeless people received 58,451 'encounters' or health care services this year. If this funding is eliminated, then these people will not receive the vital services they need."

- **Louisville:** "Loss of such funds would be a disaster! We have a clinic specifically for homeless adults, and another neighborhood clinic meets the needs of families."

- **Nashville:** "If the Downtown Clinic funding were eliminated, we would need to revert to a situation in which the homeless have to use emergency rooms and out-patient clinics at publicly-supported hospitals with little continuity of care. There would not be as much accessibility, and the Clinic's supportive services would not be available."

- **New Orleans:** "It would completely shut down the Health Care for the Homeless program and its clinic, which is the only one in the state. Loss of these funds would be most devastating to our community because there is no place else for the homeless to get comprehensive health care."

- **Philadelphia:** "Any reduction or interruption in these services would be disastrous."

- **Phoenix:** "Approximately 60,000 medical or medically-related contacts are made with the homeless as a result of the clinic program. A loss of this program would have significant impact on the health of the homeless."

- **San Francisco:** "San Francisco was one of the 19 cities originally funded by the Robert Wood Johnson Foundation and the Pew Memorial Trust. The program has set up clinics in eight shelters and hotels, and it is operating out of a central location that has become one of the few health care facilities homeless people have access to. It also includes a street outreach component, employing formerly homeless people. A reduction or elimination of funding would deprive homeless people of one of the most

trusted service providers and one of the few points of contact with the health care system."

- **Seattle:** "In 1988, 25,755 visits were provided by our health care program to over 8,000 clients. The sudden loss of McKinney funds would end this project."

Federal Surplus Properties

Just under one-fourth of the cities have been able to use federal surplus properties to provide services to homeless people. Charlotte has been able to take advantage of three HUD foreclosed houses. In Denver they have been able to lease a facility for use as a shelter. Federal property in Los Angeles is the site for 15 two to three bedroom trailers provided by the City. Social service agencies in Portland have leased some units which are being used for transitional housing. Properties have also been made available in San Antonio and Seattle.

The city officials identified a variety of problems that they have experienced with the federal surplus property program:

- **Charlotte:** "The number of houses available is a very small part of the foreclosed houses. Why? They are not in desirable areas or in poor condition. We are allowed to pick nine out of 22 which are available. Why this limitation? Could these houses be sold for $1.00 (renting is too precarious) like Urban Homesteading?"

- **Los Angeles:** "Suitable properties are not being listed. When they are listed they are often not available. For example, the 80 acres at the Wadsworth V.A. that was listed was not made available because of future development that may happen. There is no appeals process to dispute a decision. Community opposition is allowed to play a significant part in accessing the property.

  "The application process is too difficult and cumbersome for most non-profits, and for City staff. Clear guidelines have not been developed, and different federal agencies are giving different information."

- **Minneapolis:** "Facility location has not always been the best or easily accessible for the homeless population."

- **Nashville:** "With the exception of HUD, the federal departments do not seem to be committed to the implementation of the program. Surplus facilities or materials do not seem accessible to shelters or persons that use them. The regulations regarding the use of the facilities are so restrictive it makes their use impractical."
- **Saint Paul:** "The locations are so remote that they are useless."

- **San Diego:** "There was only one surplus site identified, and it was in a remote, inaccessible area, and deemed unsuitable for use by the homeless population."

The Role of the States

Officials in 78 percent of the cities reported that the state government had provided assistance other than federal pass-through funds to local agencies serving homeless people. These cities are Alexandria, Boston, Chicago, Cleveland, Denver, Kansas City, Los Angeles, Minneapolis, New York City, Norfolk, Philadelphia, Phoenix, Portland, Providence, Saint Paul, San Diego, San Francisco, Santa Monica, Seattle, Trenton and Washington, D.C.

The city officials were asked to rate their state's overall responsiveness to the problem of homelessness in their city. They were asked to use a scale of one to five, on which one was poor and five was excellent. Of the 22 cities which responded to the question:

- Forty-five percent (10) of the cities gave their states a low mark of one or two;
- Forty-one percent (nine) of the cities gave their states an average mark between 2.5 and 3.5; and
- Fourteen percent (three) of the cities gave their states a good mark of four.

The State Role in Addressing the Needs of Homeless Persons Who are Mentally Ill or Substance Abusers

The city officials were asked to describe state's role in addressing the needs of two particular segments of the homeless population: the mentally ill and substance abusers. Most of the cities identified programs or activities funded by the state; several identified problems in the system, however. Among their comments:

On Homeless Mentally Ill Persons:

- **Alexandria:** The state has provided a "moderate level of funding from state general funds."
- **Boston:** "Until recently the Massachusetts Department of Mental Health was moving forward in providing support services and permanent housing for the mentally ill. State budget cuts, however have severely set back all community-based programs. Most observers believe that there will be a drastic increase in the number of homeless mentally ill people."
- **Charlotte:** "We receive a block grant of $55,000 to identify the mentally ill at the shelter."
- **Charleston:** There is "good cooperation form the South Carolina Department of Mental Health."
- **Cleveland:** The state has "channeled mental health block grant funds to Cuyahoga County to match a National Institute of Mental Health grant."
- **Denver:** The state provides "direct outreach services through the existing mental health network."

- **Kansas City:** "The equivalent of $940,586 of state funds goes into the Kansas City area for assisting this population. The money is split between three Kansas City programs and one in Independence. State assistance may be in the form of treatment, units of therapists time, etc. In Kansas City specifically $250,000 went to the Transitional Living Consortium and was used for case management; a small amount went to the ReStart Shelter for the rental of 10 beds. Support was also provided for the Swope Parkway Health Center's mobile outreach component, a van."

- **Los Angeles:** "Substantial cutbacks have forced the closing of a number of mental health clinics."

- **Louisville:** "The state funds our local mental health agency. However, there are no funds designated for mentally ill homeless persons. The mental health agency does some outreach and case management. Being homeless increases the difficulty in accessing services."

- **Nashville:** The state is "funding some outreach/case manager positions and a mobile outreach team (with McKinney Act funds) and hospitalizing those 'in clear and present danger of harm.'"

- **New Orleans:** "The state has provided a comprehensive plan to deal with the chronically mentally ill, including the special population of the homeless. McKinney funds were distributed to state mental health regions for case management and day treatment."

- **Philadelphia:** "Several programs have been funded. Inadequate funding levels, however, and narrow eligibility guidelines constrict the state's role in assisting the city with this population."

- **Phoenix:** There is a "limited increase in appropriations."

- **Saint Paul:** "We have some matching Rule 14 funds for a McKinney pass-through program which provides outreach to homeless mentally ill people and finds placements for needy individuals."

- **San Francisco:** "The state funds a program for homeless mentally ill people. San Francisco receives just over $1 million."

- **Santa Monica:** "The state's mental health system is virtually non-existent and has collapsed."

- **Trenton:** "The county receives some funds from the state to address some of the problems of the homeless mentally ill."

On Homeless Substance Abusers:

- **Alexandria:** The state has provided a "moderate level of funding from state general funds."

- **Boston:** "Addiction services have been built up over the past few years by the Massachusetts Department of Public Health. Their growth, however, is now at a standstill due to major state budget restrictions. The demand for these services far exceeds their availability."

- **Cleveland:** The state "has begun a departmental re-organization, but to date no money has been distributed for substance abusing homeless persons."

- **Denver:** "The state, through the Division of Alcohol and Drug Abuse, provides for coordination of homeless client referrals to an appropriate mental health facility. Moreover, this office arranges for the transportation of clients to and from treatment areas."

- **Kansas City:** "Thirteen million dollars has been appropriated state-wide for substance abuse, but none is specifically ear-marked for the homeless. Homeless abusers receive the benefit of services as they are included in the larger population served."

- **Los Angeles:** "In general, it is perceived that the state has been unresponsive to the needs of homeless people overall. For example, the Governor delayed his permission for cities and counties to utilize National Guard armories for cold weather programs, little or no bond money has been seen at the local level and the Governor has consistently vetoed homeless-related legislation."

- **Louisville:** "Federal and state funds operate the local Jefferson County Drug and Alcohol Center."

- **Nashville:** The state is "funding the Alcohol and Drug Abuse Detoxification/Rehabilitation Program at Hubbard Hospital, Meharry Medical College."

- **New Orleans:** "The state operates an out-patient mental health clinic and has a residential detoxification program in the city."

- **Philadelphia:** "A homeless program was included in the most recent anti-drug strategy appropriations. This is a one-time grant, however. The city needs continuing funds, and enough of them to provide treatment on demand."

- **Phoenix:** The state "shares in funding a county-operated detoxification program."

- **Saint Paul:** "No new programs have been added."

- **San Diego:** "State money goes to counties within California. Dollars are allocated on a per capita basis, and San Diego County has not received its 'fair share.'"

- **Trenton:** "There are substance abuse programs located in the city that receive funds from the state for operation."

On Both Populations:

- **New York City:** "The City and State are jointly planning special programs and facilities for these populations. The state provides funding for mental health and substance abuse rehabilitation for the homeless."

- **Santa Monica:** "There is a severe shortage of services. Also, programs for dual-diagnosed individuals (mentally disabled and substance abusers) are virtually non-existent. In the entire Los Angeles County region there is one 15-bed in-patient facility for dual-diagnosed people."

- **Seattle:** "The new state plan identifies the dual-diagnosed, i.e. mentally ill with substance abuse problems, as an undeserved population and is requiring that local counties respond via the implementation of new programs (housing and support services)."

THE OUTLOOK FOR 1990

Expected Requests for Shelter in 1990

Officials in 93 percent (25) of the survey cities expect requests for emergency shelter to increase in their city during 1990. Officials in New York City and Philadelphia expect requests for emergency shelter to decrease.

Philadelphia officials explained: "Inception of city-wide prevention programs to reduce the loss of housing will reduce demand. New policies limiting eligibility for shelter ensure that only persons lacking alternative resources are placed in shelters, and then encouraged to regain their independence as soon as possible."

New York City officials expect the singles census to be lower by the end of FY90. "This decline," they say, "is almost certainly due to the assessment and assignment to shelter policies that the Human Resources Administration instituted in April of 1989."

Among the comments from the cities anticipating an increase in shelter requests during 1990:

- **Boston:** "Severe state budget cuts have dismantled our mental health system and, therefore, increased the homeless mentally ill population in Boston. Inaccessible rental housing subsidies have prolonged homelessness for many families. The federal government's disinvestment in housing has made a significant impact on those who were formerly at-risk of becoming homeless; now they will be homeless."

- **Charlotte:** "If recent numbers on cold nights is any indication, the rise will be dramatic."

- **Charleston:** There are "no additional subsidized housing units. Low-rent private units were destroyed in Hurricane Hugo."

- **Chicago:** "There has been no significant improvement in the economic status of the city's poor and near poor, and no increase in available low income housing. However, the recently established low income housing trust fund, and special waivers obtained by the Chicago Housing Authority from HUD, which would allow the homeless priority housing in selected units, may help meet this increased need."

- **Cleveland:** "Drug use is tripling the number of homeless people."

- **Denver:** "More unemployed homeless people are predicted for 1990. This projection is based on the number of homeless individuals who arrive in Denver seeking work. Many perceive Denver's growth as employment potential, however, the current job market is not experiencing many labor market opportunities for these homeless individuals."

- **Kansas City:** "Demand will continue to increase since needs for housing are not being addressed quickly enough and situations leading to poverty continue. The trend has been for emergency shelters to increase in population. We anticipate at least a four percent increase in 1990."

- **Los Angeles:** "The information contained within this report continues to point to a grim outlook for the homeless, including homeless families. Considering the convergence of major social ills and the general, overall lack of resources, there is little hope at this time that a positive effect will be felt in the near future."

- **Louisville:** "We are applying 'patchwork solutions' to the problem. Until we rearrange our national priorities, the poor will grow poorer. One out of four of our children live in poverty."

- **Nashville:** "There are more shelters available, homelessness is a more accepted lifestyle. Housing and utilities are increasingly unaffordable. The minimum wage is too low to support living in housing, especially for families."

- **New Orleans:** "With no expectation that conditions will change and given the trend of the past few years, the numbers will certainly increase. Also, because conditions are poor in many other areas surrounding New Orleans, many people will continue to come to New Orleans, hoping opportunities will be better here."

- **Phoenix:** We expect a "continued influx of homeless people from high unemployment areas of the U.S., lured by Arizona's low unemployment rate and mild winter weather."

- **Portland:** "Housing costs in Portland are beginning to increase significantly. Available, affordable housing is disappearing. The Oregon economy is not growing, so unemployment will not decrease."

- **Providence:** "It has consistently increased in recent years, and the trend shows no signs of reversing itself."

- **San Antonio:** "The available resources to address the causes of homelessness are limited. Though serious efforts are being made to address these areas, the adverse affects of the persistent poverty found in the city will continue to result in a growing homeless population."

- **San Diego:** There is an "estimated need of 4,500 new affordable housing units to keep pace with the population growth for the next few years. Very few 'affordable' units are being proposed in the near future."

- **San Francisco:** "Over 2,000 units of federally subsidized housing are due to expire by 1993. While significant local initiatives are being undertaken to develop low-cost housing under non-profit auspices, the major factors causing homelessness continue unabated, which make local initiatives have to accelerate just to stay in the same place."

Expected Requests for Shelter by Homeless Families in 1990

Nearly nine out of ten (24) of the survey cities expect requests for shelter by homeless families to increase during 1990. Three cities--Nashville, New York City and Philadelphia — expect the number of requests to decrease.

New York City officials "expect the families' census to be lower by the end of FY90." They attribute the anticipated decline to the availability of housing renovated by the City and other agencies which is becoming available to homeless families.

Nashville, in contrast, explained its expected decrease as follows: "Unaffordable housing and living costs make homelessness, in general, increase. However, factors such as no 'day time shelter' and 'families having to break up in order to be accommodated' make shelter living less desirable, especially for families. They prefer to remain hidden by living with family or friends where these problems will be less obvious."

Among the comments from the cities anticipating an increase in shelter requests by families during 1990:

- **Boston:** "The lack of sufficient rental housing subsidies will continue to keep families homeless."

- **Charleston:** There are "no additional subsidized housing units. Low-rent private units were destroyed in Hurricane Hugo."

- **Chicago:** "There has been no significant improvement in the economic status of the City's poor and near poor, and no increase in available low-income housing. However, the recently established low-income housing trust fund, and special waivers obtained by the Chicago Housing Authority from HUD, which would allow the homeless priority housing in selected units, may help meet this increased need."

- **Cleveland:** "AFDC payments have not kept current with inflation; housing costs continue to increase; public housing continues to deteriorate; teen-age pregnancy has not decreased; drugs are more available."

- **Kansas City:** "The number of homeless families is expected to increase and, therefore, requests for shelter would increase accordingly."

- **Los Angeles:** "The information contained within this report continues to point to a grim outlook for the homeless, including homeless families. Considering the convergence of major social ills and the general, overall lack of resources, there is little hope at this time that a positive effect will be felt in the near future."

- **Louisville:** "Louisville has already experienced a decrease in the affordable housing stock. Now we're losing semi-skilled laborer jobs."

- **New Orleans:** "Homeless families are that segment of the homeless population which seems to be increasing most rapidly with no significant increase in resources."

- **Phoenix:** "There has been a noticeable increase in homeless families which is expected to continue reflecting national trends and a continued decrease in affordable housing in most areas of the U.S."

- **San Antonio:** "The economic and social problems confronting families will continue to result in an increase in the number of homeless families. A recent trend among homeless families is the slow reversal from single-parent to two-parent households."

- **San Francisco:** "Local rents have increased at three times the rate of AFDC benefits and the minimum wage over the last decade. There are two to four year waiting lists for subsidized housing. Many families are currently living in overcrowded small apartments, or are doubled and tripled up with friends or relatives."

- **Seattle:** "Families will be seeking employment and housing in Seattle, but will often not have adequate funds to stabilize economically. Families are increasingly being broken up by substance abuse by one or more members."

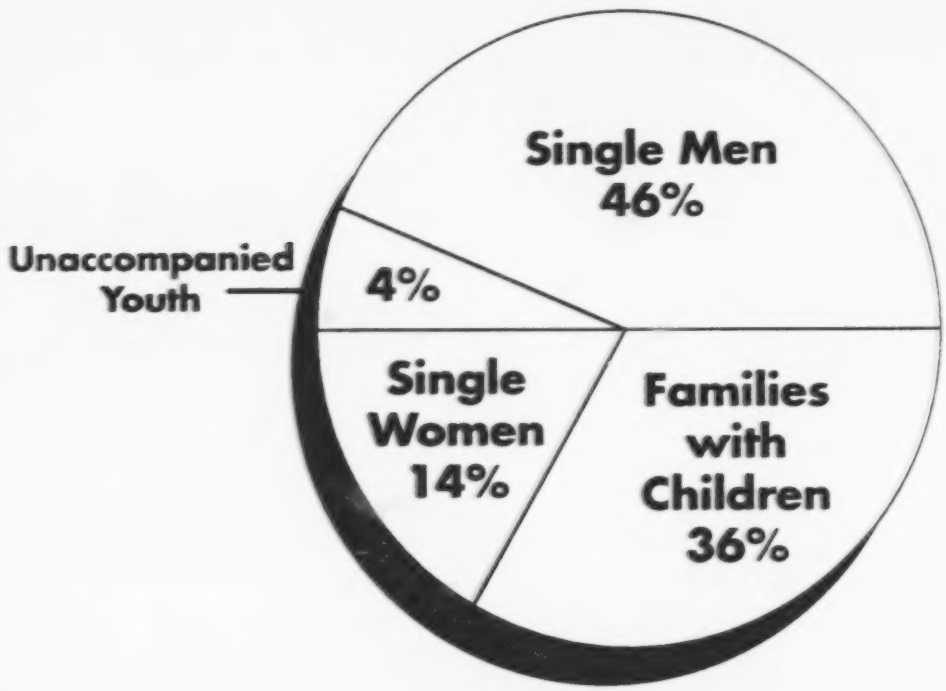
- **Trenton:** "The real issues of homelessness are not adequately being addressed. The symptoms will continue to increase."

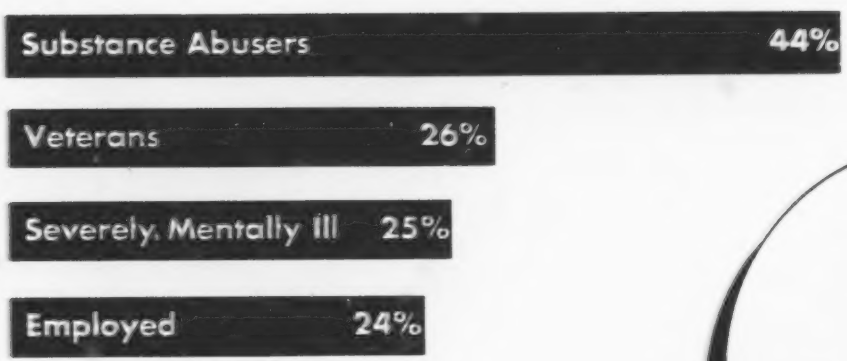
- **Washington, D.C.:** "Intake records reflect growing increases."

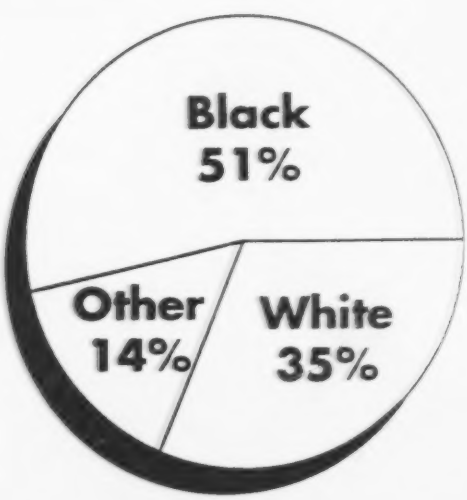
The Impact of Hurricane Hugo and the Loma Prieta Earthquake

Officials in Charleston and San Francisco reported that the recent natural disasters to hit their communities exacerbated the problems of homelessness. Both cities had a shortage of housing affordable by low income people before the disasters occured. A number of these housing units and some emergency shelters were destroyed by the disasters, thus reducing the availability of both emergency and permanent housing for low income people.

Demographics of the Homeless Population in the 27 Survey Cities







CITY DATA ON HOMELESSNESS

CITY	PERCENTAGE INCREASE IN REQUESTS FOR EMERGENCY SHELTER	PERCENTAGE INCREASE IN REQUESTS BY FAMILIES FOR EMERGENCY SHELTER	PERCENTAGE COMPOSITION OF HOMELESS POPULATION								RACIAL COMPOSITION		
			FAMILIES	SINGLE MEN	SINGLE WOMEN	UNACCOMPANIED YOUTH	SEVERELY MENTALLY ILL	SUBSTANCE ABUSERS	EMPLOYED	VETERANS	BLACK	WHITE	OTHERS
ALEXANDRIA	54	na	42	44	14	0	16	22	63	na	76	18	6
BOSTON	15	20	24	61	14	1	50	60	29	30	na	na	na
CHARLESTON	4	102	na	na	na	na	na	na	na	na	60	40	0
CHARLOTTE	20	50	18	69	12	1	25	60	35-40	25	75	25	0
CHICAGO	6	9	40	40	20	0	25	20	20	na	68.5	14.5	17
CLEVELAND	25	25	30	65	5	<1	30	35	20	10	75	23	2
DENVER	0	10	27	40	23	10	38	52	36	37	20	54	26
KANSAS CITY	15	24	78/a	8	9	na	20	50-60	20	5	75	20	5
LOS ANGELES	na	na	35	40	15	10	30	30	35/b	25	na	na	na
LOUISVILLE	na	7	40	55	3	2	33	45	na	na	35	65	0
MINNEAPOLIS	22	-6	6	80	13	>1	28	30	19	27	35	45	20
NASHVILLE	20	30	14.1	72.9	10.8	2.2	30	35	30	45	30.7	69.3	0
NEW ORLEANS	30	15	28	36	22	14	27	38	27	28	62	34	4
NEW YORK CITY	2.78	1.2	60.2	34.4	5.4	na	na	na	na	na	63.6	5.6	30.8/d
NORFOLK	30	-38	46	-54-/c		na	na	na	17	na	na	na	na
PHILADELPHIA	0	0	40	50	10	na	10	30	10	10	90	9	1
PHOENIX	20	35	25	61	12	2	20	20	50	46	11	59	30/e
PORTLAND	36	41	43	42	11	4	10.6	80	4.2	na	na	na	na
PROVIDENCE	88	27	44	19	31	6	na	na	na	na	na	na	na
SAINT PAUL	0	23	33	57	10	na	na	33	8.3	39	21	63	16
SAN ANTONIO	24	6	39	41	12	8	21	na	18	20		10	3060/f
SAN DIEGO	5	5	15-30	66-80	14	5-6	10-12	50	20	40	na	na	na
SAN FRANCISCO	na	na	20	45	25	10	30	30-60	na	30-40	29	55	16
SANTA MONICA	35	na	25	40	20	15	40	50-60	15	20-25	50	30	20
SEATTLE	na	na	39/g	49	10	.3	na	na	15	16	35	41	24
TRENTON	70	80	77	15	5	3	13	85	2	>1	na	na	na
WASHINGTON, D.C.	44	38	44	30	26	0	na	na	22	na	94	2	4

a) An additional 5 percent are childless couples
b) 25 percent or more are part-time day laborers
c) single men and women together
d) includes 25.4 percent Hispanic
e) includes 18 percent Hispanic and 12 percent Native American
f) 60 percent Hispanic
g) An additional 1.7 percent are childless couples

Housing

The Demand for Assisted Housing

The demand for assisted housing by low income families and individuals increased during the past year in 18 cities, or 72 percent of those that responded to the question. The demand stayed the same in five — Charleston, Louisvile, New Orleans, Saint Paul, and San Antonio; it decreased, by 10 percent, in New York City. Three of these cities explained that the constant level or decrease in demand for assisted housing did not necessarily reflect actual need:

- **Charleston:** "Conditions are critical. People are no longer applying for assisted housing because they realize they have no chance of securing housing."

- **San Antonio:** "The local public housing authority stops accepting applications for assisted housing once the active waiting list reaches certain levels. At present, it is reported that there are 13,000 families and 2,500 elderly individuals on waiting lists for assisted housing. Therefore, there does not appear to be an increase because the waiting list levels remain constant."

- **New York City:** "The primary reason for the decline are the small number of projects scheduled to open in the near future, plus the New York City Housing Authority's low turnover rate. Some prospective applicants are thus discouraged from applying."

Other officials commented on the increased demand for assisted housing:

- **Boston:** "The number of requests for assisted housing continues to increase. An extended application period for Section 8 vouchers has not been held since 1987, so the numbers of requests have remained the same as in 1988. However, the number of applications for public housing continues to climb, from over 13,000 applications in 1988 to over 15,000 in 1989."

- **Charlotte:** "The Charlotte Housing Authority closed applications for assisted housing some years ago when the waiting list reached 3,000 names. The list was purged to 1,400. It was reopened in May, 1989 and now it has 3,000 names again."

- **Denver:** "The effect of a stagnant local economy is impacting interest rates and overall housing availability."

- **Los Angeles:** "The waiting list for conventional assisted housing increased from 9,000 to 11,500 applications."

- **Norfolk:** "As of November, 1988, 743 applications had been taken for assisted housing; it went up to 1,092 as of October, 1989."

- **Phoenix:** "A total of 10,000 applications for assisted housing were received this past year, compared to a total of 6,000 for the previous year."

- **Portland:** "Approximately 10,500 households pay more than 50 percent of their income for rent. The Housing Authority of Portland has a waiting list of approximately 3,000."

- **Santa Monica:** "Telephone and in-person requests for assisted housing have increased dramatically over the past several years as homelessness has increased and federal assistance has decreased."

Length of Time Applicants Must Wait for Assisted Housing

The survey cities were asked to provide information on the average wait for various housing assistance programs, from the time of application until the time applicants actually receive assistance. The average waiting time, in months, as reported by the respondents are displayed in the Table below. Individual cities' responses are listed in the Table at the end of this Section.

Waiting Lists for Assisted Housing
(Average waits, in months, reported by respondents)

Program	Type of Household			
	Family (up to 2 bdrms)	Large Family (3 or more bdrms)	Elderly	Handicapped
Public Housing	20	24	13	13
Section 8 Certificates	31	41	20	20
Section 8 Vouchers	31	39	20	21

The length of time applicants must wait for assisted housing varies significantly among the survey cities. For example, while at least one community reported no waiting period for some categories for which information was sought, the waiting lists also ranged as high as 132 months, or 11 years, for Section 8 certificates and vouchers for families.

Once they receive Section 8 vouchers or certificates, applicants often must still wait before they can secure housing. Although the survey did not seek information on difficulties recipients might face in utilizing Section 8 assistance, Boston officials provided the following comment: "The average waiting time for assisted housing does not take into account the length of time it takes to secure housing. In 1983, 59 percent of those persons with Section

8 vouchers were able to secure housing. By 1988, that rate had dropped to 43 percent. Today that rate has only slightly improved, due to a slowdown in the real estate market." New Orleans officials noted that elderly persons have difficulties finding units that meet their needs and, as a result, they are unable to use their Section 8 certificates.

Closing of Waiting Lists for Assisted Housing

Eighteen, or 67 percent, of the survey cities reported that they have stopped accepting applications for some or all assisted housing programs due to the excessive length of the waiting lists. Those cities are: Alexandria, Boston, Charlotte, Chicago, Denver, Los Angeles, Minneapolis, Nashville, San Diego, Norfolk, Philadelphia, Phoenix, Providence, Saint Paul, San Antonio, San Francisco, Santa Monica, Seattle. Seven of those cities -- Chicago, Denver, Philadelphia, Boston, Phoenix, San Antonio and Seattle -- specifically mentioned Section 8 assistance. Norfolk and San Francisco mentioned Section 8 and public housing. In Saint Paul, applications for four and five bedroom units are not being accepted. In Nashville, "applications for the Section 8 program were suspended in October, 1987; the waiting list for one and two bedrooms certificates was reopened in November, 1989." In Providence, the Section 8 program has stopped accepting applications, but the list for public housing is still open. Waiting lists for assisted housing have not been closed in eight cities -- Cleveland, Kansas City, Louisville, New Orleans, Portland, New York City, Trenton and Washington, D.C.

Some cities explained that waiting lists are open periodically, for limited periods of time. In Los Angeles, for example, Section 8 certificates and voucher programs accepted applications for three days during December, 1989. The last time Section 8 applications had been taken in that city was in 1986. The Alexandria Redevelopment and Housing Authority "stopped taking applications from families from December, 9, 1988 to December 1, 1989. They plan to open the waiting list every six months." Kansas City officials indicated that while "public housing applications are accepted year round, Section 8 applications are not. The last two dates on which applications were taken for Section 8 were June 26, 1987 and May 19, 1989." In Charleston, "waiting lists are opened and closed periodically and, although there is a three to five year wait for assisted housing, names are still added to the waiting list." In Saint Paul, the waiting list for Section 8 certificates is open for a month every 18 months. Officials there noted that the City takes applications in a variety of locations to reduce the anticipated "crush of people and maintain public order because of the large numbers of applications that are submitted, specially during the first few days the list is open."

The Capacity

Officials from the responding cities estimated that 29 percent of the eligible low income households are currently being served by assisted housing. Specific percentages reported range from two percent in Los Angeles, ten percent in New Orleans, 15 percent in Trenton and Philadelphia and 24 in San Antonio, to 30 percent in Washington, D.C., 37 percent in Saint Paul, 41 percent in Nashville, 60 percent in Kansas City, and 68 percent in Louisville. Among the comments provided by the city officials:

- **Charlotte:** "There are 17,000 families living below the poverty level; 4,000 are in Section 8 or Public Housing."

- **Chicago:** "Of the 218,000 poor households in Chicago, 45,800, or 21 percent, are residing in conventional public housing or Section 8."

- **Cleveland:** "The current Housing Assistance Plan estimates 59,000 lower income households are in need of rental subsidies."

- **Louisville:** "There are 37,188 families with children living in our community. Of those, 8,925, or 24 percent, live in poverty. There are 6,000 assisted housing units. When we compare those eligible to available units, we find there are 2,925 eligible families who are not receiving assisted housing."

- **Norfolk:** "There are 4,060 apartments available to serve approximately 10,305 low income households."

- **San Antonio:** "It is estimated that 170,000 San Antonio residents are economically eligible for assisted housing. The total capacity is 16,866 units."

The Outlook for 1990

Given the decline in federal housing assistance, none of the survey cities expect that local housing programs will be able to meet the housing needs of low income households in the future. City officials explained their responses:

- **Boston:** "The demand for housing assistance continues to escalate. Cuts in state human services and local aid to cities and towns make the situation more difficult. There are no plans to expand the public housing stock in the foreseeable future and, due to tightening budgets at the state and local level, it is unlikely that the availability of low income housing will expand significantly. The federal government's withdrawal of housing assistance to cities continues to have a devastating effect on Boston's ability to fill the gap between the demand and availability of affordable housing."

- **Charleston:** "If needs are currently not being met, we can't expect increasing needs to be met with declining services."

- **Chicago:** "With over 110,000 applicants currently on the waiting list, the City can't meet the housing needs of low income people."

- **Cleveland:** "The need was not being met before the decline in federal housing assistance. Now the problem is substantially worse."

- **Kansas City:** "We are not meeting the needs at present, and any cuts will only make the problem worse."

- **Los Angeles:** "The various organizations that are involved in addressing the issue of providing affordable housing to low income households do not

have the financial capacity to meet the needs in the city. Further cuts in programs or limited increases in budget authority for the Housing Authority of the City of Los Angeles will only decrease our ability in this area."

- **Louisville:** "Persons living on minimum wages, AFDC, Social Security or SSI cannot afford market rate housing. There must be a federal subsidy program to assist these people."

- **Minneapolis:** "The City has invested over $14 million in local resources to create and replace low cost housing and transitional housing over the past few years. Demand continues to remain high, and the costs to assist individuals and families to become self-sufficient increases every year. Local funding is limited and state and federal funding is restricted by eligibility criteria, or being eliminated."

- **New Orleans:** "Demand will continue to exceed supply for the near future."

- **New York City:** "With a city-wide vacancy rate of only 2.6 percent and nearly 170,000 families on the Housing Authority's Conventional and Section 8 waiting lists, we estimate that the City will need 100,000 new units a year to meet the current demand. Thus, despite the unprecedented scale of the City's 10-year, $5.1 billion Housing Plan, we expect that the number of low income households in need of housing will continue to surpass the number actually housed through city programs. The single occurrence which could significantly reverse this trend would be a dramatic increase in the federal government's dollar commitment to housing."

- **Norfolk:** "The supply is unable to accommodate the demand. In all probability, there will be an increased need in the future. Even though 260 new low-income units will be available for occupancy in early and mid-1990, the need is outgrowing the available resources."

- **Phoenix:** "The lack of federal housing resources is complicated by local and state budget deficits. While Phoenix does have an aggressive program to provide low income housing, including local voter-approved bond funding, this will not meet the market's need in the foreseeable future."

- **Portland:** "With market rents rising, some of the 71,000 low income households in our community are at risk of becoming homeless. If a family of any size spent all of a welfare check on rent, they still could not cover median rent in Portland."

- **Providence:** "The City of Providence provides housing assistance to about 62 percent of the eligible low income households. With requests for housing assistance increasing and federal housing assistance on the decline, it is going to be more and more difficult to meet this need."

- **Saint Paul:** "Even when the federal government provided assistance, we were unable to meet the housing needs of all low income households who were in need. Because of the decline in federal assistance, we rapidly continue to lose ground due to the growth of the low income population."

- **San Francisco:** "The decline in federal housing funds makes it more difficult to serve the existing low income population, and nearly impossible to accommodate the growing number of displaced families."

- **Santa Monica:** "Despite the City's aggresive affordable housing efforts and extensive capital funding, there is no way that all of the local or regional need can be met without federal assistance."

- **Seattle:** "Seattle has been particularly supportive of housing programs--voters have twice taxed themselves over the last eight years to fund housing programs. All of Seattle's efforts don't begin to replace the level of federal funding Settle enjoyed prior to 1981. The shortage of low income housing is getting worse as resources decline."

- **Trenton:** "Housing asisstance funds will be needed to assist families in obtaining permanent housing and also to prevent evictions."

- **Washington, D.C.:** "Last year the District's Tenant Assistance Program (TAP) exceeded its budget by $2 million, necessitating a moratorium on issuance of new TAP certificates."

CITY DATA ON AVERAGE WAIT IN MONTHS FOR ASSISTED HOUSING

CITY	Public Housing				Section 8/Certificates				Section 8/Vouchers			
	Family (up to 2 bdrms)	Large Family	Elderly	Handicapped	Family (up to 2 bedrms)	Large Family	Elderly	Handicapped	Family (up to 2 bdrms)	Large Family	Elderly	Handicapped
ALEXANDRIA	6-18	6-18	3-6	3-6	6-18	6-18	3-6	3-6	6-18	6-18	3-6	3-6
BOSTON	34	41	14/a	17/b	na	na	na	na	na	na	na	na
CHARLESTON	36	24	24	24/c	36-60	36-60	36-60	36-60	36-60	36-60	36-60	36-60
CHARLOTTE	24-36	24-36	24-36	24-36	na	na	na	na	na	na	na	na
CHICAGO	6	2	1	na	96-132	96-132	24-60	24-60	96-132	96-132	24-60	24-60
CLEVELAND	24	18	0	2	na	na	na	na	na	na	na	na
DENVER	12	12	0	0/d	12	24	12	12	12	24	12	12
KANSAS CITY	2	2-5	0	0	18/e	18/f	0	0	18/e	18/f	0	0
LOUISVILLE	na	36	0	0	na	20	18	18	na	20	18	18
MINNEAPOLIS	24	24	24	24	36	na	na	na	36	na	na	na
NASHVILLE	12-24	24-36	24-36	24-36	24-36	36-48	12-24	12-24	24-36	36-48	12-24	12-24
NEW ORLEANS	6	6	0	0	36	60	0/g	36	12	na/h	0	12
NEW YORK CITY	33-48/i/j	102/i	36	4/i	33-72/i	120/i	21/i	21/i	33-72/i	120/i	21/i	21/i
NORFOLK	12-18	12-18	24-36	24-36	12-18	12-18	24-36	24-36	12-18	12-18	24-36	24-36
PHILADELPHIA	3	3	3	3	24	24	24	24	24	24	24	24
PHOENIX	12-16	12-16	12-16	12-16	na	na	na	na	na	na	na	na
PORTLAND	6	6	1/2-1	1	24	24	1/2-1	1/2-1	na	na	na	na
PROVIDENCE	18	24	3	3	24-48	24-48	24-48	24-48	24-48	24-48	24-48	24-48
SAINT PAUL	0-60/k	0-72	2-6	0-12	6-24/l	12-84	12-84	0-12	18	36	na	12-24
SAN ANTONIO	12	na	15	12	18	36	40-60	18	na	24-36	36-48	na
SAN FRANCISCO	24	na	30	18	24	36	48	na	na	36	48	na
SANTA MONICA	60-72	na	60-72	na	9-12	18	18	18	9-12	18	18	18
SEATTLE	3	na	na/m	4	4	12	12-18	24	24	12	12-18	24
TRENTON	>2	na	na/n	3	1-2	9	na/n	3	1-2	na	na	na
WASHINGTON	36	na	36	6	12	36	36	6	12	36	36	6-12

a) Age 62 and over, including handicapped
b) Under 62, including families
c) For households living with friends; for households living in shelters the wait for public housing is six months for large families and four months for elderly and handicapped.
d) Immediately available, depending on the type and severity of the handicap.
e) For homeless families served by Missouri Housing Development Commission the wait is three to six months.
f) For homeless families served by Missouri Housing Development Commission the wait is three to nine months.
g) "Elderly have trouble finding type of unit that fits their needs, so the certificates are not used."
h) There are no three or four bedroom units available.
i) Waiting time for emergency cases "will be considerably shorter."
j) Low end of range is for one bedroom apartments; high end is for two bedroom apartments.
k) Less than one month to 36 months for one bedroom apartments; 12 to 60 months for two bedrooms apartments.
l) Six to 24 months for one bedroom apartments; three to 24 months for two bedroom apartments.
m) Wait for three bedrooms is six weeks; for four bedrooms the wait is two years.
n) Several years

Appendix

POPULATION, POVERTY AND UNEMPLOYMENT DATA FOR THE SURVEY CITIES

CITY	1988 POPULATION ESTIMATE	1986 POVERTY RATE ESTIMATE	SEPTEMBER, 1989 UNEMPLOYMENT RATE
ALEXANDRIA	108,400	10.3%	2.2%
BOSTON	577,830	23.1%	4.4%
CHARLESTON	81,030	25.1%	4.4%
CHARLOTTE	367,860	14.2%	3.1%
CHICAGO	2,977,520	26.4%	7.2%
CLEVELAND	521,370	25.4%	6.9%
DENVER	492,200	15.8%	4.8%
KANSAS CITY	438,950	15.1%	5.8%
LOS ANGELES	3,352,710	18.9%	5.3%
LOUISVILLE	281,880	22.2%	8.0%
MINNEAPOLIS	344,670	15.5%	4.2%
NASHVILLE	481,400	14.4%	2.9%
NEW ORLEANS	531,700	30.3%	8.1%
NEW YORK CITY	7,352,700	14.4%	6.2%
NORFOLK	286,500	23.7%	5.2%
PHILADELPHIA	1,647,000	23.6%	4.9%
PHOENIX	923,750	12.7%	5.0%
PORTLAND	418,470	14.9%	5.3%
PROVIDENCE	156,160	23.5%	4.3%
SAINT PAUL	259,110	12.5%	4.3%
SAN ANTONIO	941,150	24.0%	7.5%
SAN DIEGO	1,070,310	14.2%	4.2%
SAN FRANCISCO	731,600	15.8%	4.0%
SANTA MONICA	94,060	11.3%	3.4%
SEATTLE	486,200	12.8%	4.8%
TRENTON	90,790	24.3%	6.3%
WASHINGTON, DC	617,000	21.3%	4.9%

Sources: Bureau of the Census
Bureau of Labor Statistics

HUNGER AND HOMELESSNESS IN AMERICA'S CITIES
A FIVE-YEAR COMPARISON OF DATA

INDICATOR	1985	1986	1987	1988	1989
HUNGER					
Increase in Demand for Emergency Food	28%	25%	18%	19%	19%
Cities in which Demand for Food Increased	96%	88%	92%	88%	96%
Increase in Demand by Families for Food Assistance	30%	24%	18%	17%	14%
Portion of Those Requesting Food Assistance who are Families with Children	NA	NA	67%	62%	61%
Demand for Emergency Food Unmet	17%	23%	18%	15%	17%
Cities in which Food Assistance Facilities must Turn People Away	67%	55%	67%	62%	73%
Cities which Expect Demand for Emergency Food to Increase Next Year	88%	84%	84%	85%	89%
HOMELESSNESS					
Increase in Demand for Emergency Shelter	25%	20%	21%	13%	25%
Cities in which Demand Increased	88%	96%	96%	93%	89%
Demand for Emergency Shelter Unmet	NA	24%	23%	19%	22%
Cities in which Shelters Must Turn People Away	60%	72%	65%	67%	59%
Cities which Expect Demand for Shelter to Increase Next Year	88%	84%	92%	89%	93%
Composition of Homeless Population					
Single Men	60%	56%	49%	49%	46%
Families with Children	27%	28%	33%	34%	36%
Single Women	12%	15%	14%	13%	14%
Unaccompanied Youth	NA	NA	4%	5%	4%
Children	NA	NA	NA	25%	25%
Severely Mentally Ill	33%	29%	23%	25%	25%
Substance Abusers	37%	29%	35%	34%	44%
Employed	NA	19%	22%	23%	24%
Veterans	NA	NA	NA	26%	26%
HOUSING					
Cities in which Demand for Assisted Housing Increased	NA	88%	81%	88%	72%
Average Wait in Months for Assisted Housing	NA	18	22	21	NA
Cities in which Waiting Lists are Closed	NA	68%	65%	63%	67%
Eligible Population Served by Assisted Housing	NA	30%	33%	29%	29%

City_____

TASK FORCE ON HUNGER AND HOMELESSNESS
INFORMATION QUESTIONNAIRE

Please complete the following survey and return it by NOVEMBER 24, 1989 to:

Lilia M Reyes
U.S. Conference of Mayors
1620 I Street, N.W.
Washington, D.C. 20006
Fax No. (202) 293-2352

A report will be published based on the responses to this questionnaire. Experience has shown that such survey reports are effective when they include examples of individual city data. If, however, you want your city's answers to any questions held confidential, please specify those questions by number:_____

_____

==========

NOTE: The year for which information is requested is November 1, 1988 to October 31, 1989. It is referred to as "the last year" in the survey questions.

==========

HUNGER

1. **The Demand**

A) Has the number of requests for emergency food assistance in your city _____increased, _____decreased, or _____stayed the same during the last year? By what percentage? _____%
Please explain or expand upon your response, and include any data which supports it.

B) Has the number of families with children requesting emergency food assistance in your city _____increased, _____decreased, or ____stayed the same during the last year? By what percentage? ____%
Please explain or expand upon your response and include any data which supports it.

C) What percentage of those requesting emergency food assistance are members of families with children? _____%

2. **THE CAPACITY**

A) Has the level of resources (e.g. funds, volunteers, food, etc.) available to emergency food assistance facilities in your city _____increased, _____decreased, or _____stayed the same during the last year? By what percentage? _____% Please explain.

B) Are emergency food assistance facilities in your city used for _____emergencies only, _____a steady source of food for long periods of time, or _____both? Please explain.

C) For those who receive assistance, are emergency food assistance facilities able to provide an adequate quantity of food? _____Yes _____No Please explain.

D) Is the food provided nutritionally balanced? _____Yes _____No Please explain.

3. **THE FUNDING**

During the last year, has your city government spent public funds (either locally generated revenues or federal or state grants) to support local emergency food assistance efforts? _____Yes _____No If YES, please check below the appropriate funding sources and indicate the amounts spent.

Funding Source	Amount Spent
_____ Locally generated revenues	$
_____ State grants (not federal pass-through monies)	$
_____ McKinney Homeless Assistance Programs (including FEMA)	$
_____ Community Development Block Grant	$
_____ Community Services Block Grant	$
_____ Other Federal Grants	$
_____	$

4. **THE UNMET NEEDS**

A) Do emergency food assistance facilities in your city have to turn away people in need because of lack of resources? _____Yes _____No
Please explain.

B) Please estimate the percentage of the demand for emergency food assistance in your city which goes unmet. _____%
Please explain or expand upon your response, and include any data which supports it.

5. **THE CAUSES**

What are the main causes of hunger in your city?

6. **THE OUTLOOK**

Do you expect the demand for emergency food assistance in your city to _____increase, _____decrease, or _____stay the same during 1990?
Please explain.

HOMELESSNESS

7. **THE DEMAND**

A) Has the number of people requesting emergency shelter in your city _____increased, _____decreased, or _____stayed the same during the last year? By what percentage? _____% Please explain or expand upon your response, and include any data which supports it.

B) Has the number of families with children requesting emergency shelter in your city _____increased, _____decreased, or _____ stayed the same during the last year. By what percentage?_____% Please explain or expand upon your response, and include any data which supports it.

8. **THE PEOPLE**

A) Please describe the characteristics of your city's homeless population on the following chart:

	Percent of Homeless Population	During the Last Year, Number (not%) Increased	Decreased	Stayed Same
Members of Families w/children				
Single Men				
Single Women				
Unaccompanied Youth (age 18 & under)				
Black	100%			
White				
Other				
Severely Mentally Ill	100%			
Substance Abusers				
Persons with AIDS or HIV-related illness				
Employed (full or part-time				
Veterans				

COMMENTS:

B) What percentage of the homeless families in your city are headed by two parents? _____% single parents _____%

C) What percentage of the homeless families in your city are children? _____% What percentage are adults? _____%

D) Please discuss the impact that homelessness is having on the emotional and physical wellbeing of parents, children and families as a whole.

E) Please provide a brief case study (one paragraph) of an **actual** homeless individual in your city.

F) Please provide a brief case study (one paragraph) of an **actual** homeless family in your city.

9. **THE CAPACITY**

A) Did the number of emergency shelter beds for homeless people in your city _____increase, _____decrease, or _____stay the same during the last year. By what percentage? _____%

B) Did the number of emergency shelter beds specifically for homeless families in your city _____increase, _____decrease, or _____stay the same during the last year? By what percentage? _____%

C) Did the number of transitional housing units in your city _____increase, _____decrease, or _____stay the same during the last year? By what percentage? _____%

D) Did the number of transitional housing units specifically for homeless families in your city _____increase, _____decrease, _____ or stay the same during the last year? By what percentage? _____%

E) Are there facilities in your city that provide emergency shelter solely to homeless families with children? _____Yes _____ No

F) Are there transitional housing facilities specifically for homeless families with children in your city? _____Yes _____No

G) Do homeless families in your city have to break up in order to be accommodated in emergency shelters? _____Yes _____No Please explain.

H) Do homeless families have to leave the shelter in which they are staying during the day? _____Yes _____No If YES, where do they go during the day?

10. **THE FUNDING/RESOURCES**

A) Funding Sources/Amounts

During the last year, has your city government used its funds (either locally generated revenues or federal or state grants) to support local shelters or other services specifically for homeless people?
_____Yes _____No If YES, please check below the appropriate funding sources and indicate the amounts spent.

Funding Source	Amount Spent
_____ Locally generated revenues	$
_____ State grants (not federal pass-through monies)	$
_____ McKinney Homeless Assistance Programs (including FEMA)	$
_____ Community Development Block Grant	$
_____ Community Services Block Grant	$
_____ Other Federal Grants	$
	$

B. McKinney Funding

1. Has the Stewart B. McKinney Homeless Assistance Act helped local agencies in your city to be more responsive to the needs of homeless people? _____ Yes _____ No Please explain.

2. Please identify any specific changes which you feel are needed to improve the ability of McKinney programs to meet the needs of homeless persons in your city.

3. Are there specific kinds of initiatives which agencies in your city want to undertake to address unmet needs of homeless persons for which funding is unavailable under the McKinney Act?

4. Has your city government or another entity in your city received McKinney funds for health care for the homeless programs? ___Yes __No If YES, please indicate the impact that a reduction or elimination of those funds would most likely have on homeless people in your city.

C. Federal Surplus Properties

Have agencies in your city been able to utilize federal surplus properties to provide services to homeless people in your city? _____ Yes _____ No

If YES, please identify the type(s) of services provided in these facilities.

If YES or NO, please identify any problems you have had with the federal surplus property program.

D. Role of the States

1. Has your state government provided assistance (not federal pass-through funds) to agencies serving homeless people in your city?

_____ Yes _____ No.

If YES, please use the chart below to rate your state's overall responsiveness to the problems of homelessness in your city.

1	2	3	4	5
Poor				Excellent

2. What has been the role of your state in addressing the needs of homeless persons who are

mentally ill:

substance abusers:

11. **THE UNMET NEED**

A) Do emergency shelters in your city have to turn away homeless families in need because of lack of resources? _____Yes ____No
Please explain, including information on what happens to the homeless families that cannot be accommodated in shelters.

B) Do emergency shelters in your city have to turn away other homeless people in need because of lack of resources? ____Yes ____No
Please explain, including information on what happens to the homeless people who cannot be accommodated in shelters.

C) Please estimate the percentage of requests by homeless people for emergency shelter in your city which goes unmet. _____%
Please explain it or expand upon your response, and include any data which supports it.

D) Please estimate the percentage of requests for emergency shelter specifically by homeless families in your city which goes unmet._____% Please explain or expand upon your response, and include any data which supports it.

E) In order of need, select the three groups of homeless people (families with children, single men, single women, unaccompanied minors, severely mentally ill persons, substance abusers, employed persons, persons with AIDS or HIV-related illness or veterans) for whom emergency shelter or other needed services are particularly lacking in your city. Identify for each group which services are most needed, but currently lacking.

Group	Services Lacking

12. **THE CAUSES**
What are the main causes of the problem of homelessness in your city?

13. **THE OUTLOOK**
A) Do you expect requests for emergency shelter in your city to _____ increase, _____ decrease, or _____ stay the same during 1990? Please explain.

B) Do you expect requests for emergency shelter by homeless families specifically to _____ increase, _____ decrease, or _____ stay the same during 1990? Please explain.

HOUSING

14. **The Demand**

A) During the last year, did requests for assisted housing by low-income families and individuals in your city _____ increase, _____ decrease, or _____ stay the same? By what percentage? _____% Please explain, including any data which supports your response.

15. **The Capacity**
A) Using the chart on the next page, please indicate the average wait in months required in your city from the time of application for assisted housing until an applicant actually receives assistance.

Program	TYPE OF HOUSEHOLD			
	Family (up to 2 bdrms)	Large Family	Elderly	Handicapped
Public Housing				
Section 8 Certificates				
Vouchers				

Comments:

B) Has your city stopped accepting applications for assisted housing programs due to the excessive length of the waiting lists? _____ Yes _____ No
If YES, please specify the type(s) of program(s).

C) Please estimate the percentage of eligible low-income households in your city currently being served by assisted housing. _____%
Please explain or expand upon your response and include any data which supports it.

D) Given the decline in federal housing assistance, will local housing programs be able to meet the housing needs of low-income households in your city in the future. _____Yes _____No Please explain.

Person completing form:
Name: _____
Title/Agency: _____
Address: _____
Telephone: _____

Task Force on Hunger and Homelessness

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